DOCUMENT RESUME

ED 366 049 EA 025 503

TITLE	Our Children. Our Future. The Royal Commission of Inquiry into the Delivery of Programs and Services in Primary, Elementary, Secondary Education. [Full Report].
INSTITUTION	Newfoundland and Labrador Dept. of Education.
REPORT NO	ISBN-0-920769-89-6
PUB DATE	Mar 92
NOTE	539p.; For summary report, see EA 025 502; for commissioned studies, see EA 025 50
PUB TYPE	Reports - Evaluative/Feasibility (142) -- Viewpoints (Opinion/Position Papers, Essays, etc.) (120)
EDRS PRICE	MF02/PC22 Plus Postage.
DESCRIPTORS	Administrative Change; *Change Strategies; *Church Role; *Cost Effectiveness; *Costs; Educational Change; Elementary Secondary Education; Foreign Countries; Organizational Change; *Program Evaluation; *Program Improvement
IDENTIFIERS	*Newfoundland

ABSTRACT

The Royal Commission of Inquiry's report on the Newfoundland (Canada) education system proposes a number of major changes. Among these are publicly elected school boards funded on the basis of need, teachers employed on professional merit, church involvement at the provincial and school levels, and appropriate religious education programs for all school students. In response to the commission's request for public participation, a total of 1,041 written and oral presentations, representing 3,677 individuals and 384 groups and organizations, were received along with 128 petitions containing 8,787 signatures. A random sample of 1,001 individuals were interviewed by telephone on issues relating to denominational education. This final report is divided into six parts: (1) Introduction; (2) Perspectives on Education; (3) The Denominational School System; (4) Costs and Consequences; (5) A Model for Change; and (6) Elements of Change. Dispersed throughout the chapters are 39 tables and 36 figures, with notes following the chapters. Included in the appendices are a statement by the commission's legal counsel; a list of submitters, public hearings, visitations, and consultations; a summary of research activities; the opinion poll questionnaire; and a summary of recommendations proposed by the Commission. (KDP)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED 366 049

Our Children
Our Future

Royal Commission of Inquiry into the Delivery of Programs and Services in Primary, Elementary, Secondary Education

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
☑ This document has been reproduced as received from the person or organization originating it
☐ Minor changes have been made to improve reproduction quality
● Points of view or opinions stated in this document do not necessarily represent official OERI position or policy

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY
L. Williams
TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

EA 025 503

Government of
Newfoundland and Labrador
March, 1992

BEST COPY AVAILABLE

ISBN 0-920769-89-6

Our Children
Our Future

The Royal Commission of Inquiry into the Delivery of Programs and Services in Primary, Elementary, Secondary Education

St. John's, Newfoundland
1992

Commissioners

Leonard Williams, Chairperson
Regina Warren
Trudy Pound-Curtis

Staff

Executive Director
Boyce Fradsham - September, 1990 to August, 1991
Harold Press, August, 1991 to March, 1992

Administrative Assistant
Beverly Stanley

Research Staff
Harold Press, Director of Research
Charlotte Strong, Senior Researcher

(Part-time, contractual)
Jeffrey Bulcock, Research Advisor
Michael McCarthy, Researcher-Writer
Valerie Royle, Researcher-Writer
Craig Westcott, Researcher-Writer
Kerry Pope, Systems Analyst

Legal Counsel
George Furey

Production Advisor
Rob Pitt

Financial Co-ordinator
Gary Greene

Royal Commission of Inquiry into the Delivery of Programs and Services in Primary, Elementary, Secondary Education

Commissioners:
Dr. Len Williams, Chairperson
Regina Warren, B. Ed., M.Ed.
Trudy Pound-Curtis, B. Comm., C.A.

Harold Press
Executive Director

1992-03-31

His Honour
The Lieutenant-Governor in Council

Dear Sir:

The Royal Commission of Inquiry into the Delivery of Programs and Services in Primary, Elementary, Secondary Education appointed under *The Public Enquiries Act* and pursuant to an Order in Council dated August 6, 1990, is pleased to submit its Report.

Respectfully submitted,

Leonard Williams
Leonard Williams
Chairperson

Trudy Pound-Curtis
Trudy Pound-Curtis
Commissioner

Regina Warren
Regina Warren
Commissioner

Victoria Hall, 187 Gower Street, St. John's, Newfoundland A1C 1R2 Telephone: 729-5737 Fax: 729-6469

Acknowledgements

The Royal Commission on Education was appointed in August 1990 by the Government of Newfoundland and Labrador and instructed to report by March 31, 1992. The Chairman wishes to acknowledge the dedicated work of Commission members and the spirit of co-operation shown in wrestling with the difficult assignment.

The Commission acknowledges with deep appreciation the many people who contributed to the work of the Commission through written submissions, public hearings, research efforts and thoughtful discussions. The Commission operated with a small staff of three full-time members and four part-time contractual staff members and was extremely fortunate to have found such a dedicated, hard-working group of people who were so committed to preparing this report. Much of the Commission's research work was contracted out to individuals and groups and the Commission expresses gratitude to all who lent their expertise and assistance in this manner and produced such valuable studies for the Commission's deliberations.

The Commission especially wishes to acknowledge and express appreciation for the dedicated work of Mr. Harold Press, Director of Research and Executive Director of the Commission. Harold Press served as overall project co-ordinator, helped structure and organize the entire project, conducted a great deal of research personally, and was a source of ideas and counsel throughout the process. He is a talented researcher and writer, and a study of the magnitude undertaken by the Commission would not have been possible without him.

The Commission also acknowledges with grateful appreciation the work of Ms. Charlotte Strong who was totally committed to the undertaking and whose intelligence and industry influenced the work enormously; to Dr. Boyce Fradsham for his administrative and organizational work as Executive Director of the Commission from September 1990 - August 1991; to Mr. Michael McCarthy who sorted through the massive amount of material and produced a summation and whose knowledge of the school system proved so valuable in discussions; to Professor Jeff Bulcock, Special Research Advisor, for his meticulous attention to detail and who was a source of insight on so many

issues; to Mr. Craig Westcott, Ms. Valerie Royle, and Mr. Kerry Pope who gave so freely of their time and advice when called upon and made practical and intellectual contributions to the development of the report. Appreciation is also extended to Mr. Robert Pitt who acted as Editorial Advisor for the Report and helped craft the manuscript and improve its clarity, to Mr. George Furey, Legal Counsel and to Mr. Gary Greene, Financial Co-ordinator. A special thanks is extended to the many people at the Department of Education, school boards, schools, and other educational agencies who so willingly co-operated with the Commission in its work.

The Commission acknowledges the work of Ms. Laura Williams who read thoroughly the complete work and undertook numerous useful tasks for the Commission upon request.

Finally, the Commission acknowledges with deep appreciation the efficient organizational skills and invaluable services of Ms. Beverly Stanley who alone carried the secretarial responsibilities and proved invaluable to the completion of the report. Her competence was matched by her unflappable ability to keep everything on an even keel, enabling everyone to focus on the main tasks of the Commission.

Table of Contents

PREFACE xv

Part I INTRODUCTION

1. **Origin and Scope of the Commission** 3
Interpretation of the Mandate 4
Methods and Strategies 6
Organization of the Report 11

2. **Analysis of Submissions** 13
Thematic Organization 13
Issues Related to the Denominational Education System 14
Organizational and Administrative Issues 17
Other Issues 19
Summary 23

Part II PERSPECTIVES ON EDUCATION

3. **The Context for Change** 27
The External Forces Which Influence Education 29
The Condition of Education 35
The Implications for Education 44

Part III THE DENOMINATIONAL SCHOOL SYSTEM

4. **Origin and Development of the Denominational Education System** 49
Evolution of Denominational Schools 49
Evolution of the Department of Education 53
Evolution of School Districts 57
Evolution of School-based Co-operative Efforts 59
Summary 65

5. **Attitudes toward Denominational Education** 67
Survey Methodology 68
Public Interest and Involvement in Schools 69
Attitudes toward the Denominational System as a Whole 73
Attitudes toward Specific Features of the Denominational System 85
Interpretation and Conclusions 93

Part IV COSTS AND CONSEQUENCES: An examination of the potential for consolidation within the education system and the associated costs.

6. **Overview of the Study** 101
    Background 102
    Methodology 105
    Data Sources 112
    Validation and Interpretation 114

7. **Contextual Issues in Education Finance** 117
    Organization and Finance 118
    Critical Issues in Education Finance 123
    Education Issues and Consequences 125

8. **Presentation, Interpretation and Conclusions** 133
    Model A: The Existing Denominational System 133
    Model B: A Rational Denominational System 150
    Model C: A Non-denominational System 167
    Model D: A Rational Non-denominational System 183
    Conclusions 195

Part V A MODEL FOR CHANGE

9. **Revitalizing the Education System** 203
    Trends in School Reform 203
    Principles of Reform 205
    Facing New Challenges 208
    Assumptions 210
    Leadership 211
    The Process of Change 211
    Summary 212

10. **Planning for Success: Governance** 215
    Fundamental Needs 216
    A Mandate for Change 217
    Options 218
    The Model 222
        Restructuring at the Local Level 225
        Restructuring at the Regional Level 236
        Restructuring at the Provincial Level 242
    Other Considerations 251

PART VI ELEMENTS OF CHANGE

11. **Organization and Administration of Schools** 259
    Changing Role of School Boards 260
    Changing Role of Schools 264

12. **The Changing Face of Teaching** 271
Changing Demands 272
Consequences for Teachers 276

13. **The Teaching Profession** 279
Professional Development 279
Professional Development Centre 282
Teacher Education 286
Co-ordination and Exchange 293

14. **Curriculum** 295
The Need for Change 296
Recent Trends in Curriculum Development 297
Assumptions 298
The Challenge of Curriculum Reform 299
A Model for Curriculum Development, Revision and Implementation . . 301
Stages of the Curriculum 308
Native Curriculum 316
Distance Education and Technology 317

15. **The Use of Instructional Time** 325
The Instructional Year 325
Barriers to Instruction 328
Summary 331

16. **Equal Access, Equal Opportunities** 333
Society, Education and Expectations 334
Social and Economic Barriers to Achievement 335
Children with Exceptional Learning Needs 348

17. **Connecting Education** 365
Pre-school Children 366
Government Departments and Youth-Serving Agencies 368
The Community 372

18. **Performance and Accountability** 379
Performance Indicators 381
Levels of Accountability 392
Data Management 394
Rewards and Remedies 397

19. **Financing Education** 401
The Background of Educational Finance 402
Operating Costs 404
Capital Costs 408
Levels of Funding 409
Finance Issues 412
Financial Planning 413

20. **Postscript: Federal Involvement in Education** 417

21. **Summary** 421

Appendices

I. Proclamation 427
II. Opinion Poll Questionnaire 431
III. Changing the Denominational System of Education:
A Constitutional Challenge
(George Furey – Legal Counsel) 437
IV. Research Studies and Background Papers 467
V. List of Submitters 469
VI. Public Hearing Sites 479
VII. School Visits 481
VIII. Consultations with Individuals and Groups 483
IX. Conferences/Seminars Attended 485
X. List of Recommendations 487
XI. Glossary 505

List of Tables

3.1 Number and Percentage of Population 15 Years and Over with Less than Grade Nine, by Age Group, Newfoundland, Census Years 42
3.2 Percent of Population 15 Years and Over with Less than Grade Nine, by Age Group, Newfoundland and Canada, Census Years 42
5.1 Personal Interest in Schools and Education 70
5.2 Willingness to Serve 72
5.3 "Report Card" on Local Schools 72
5.4 Religious Denominations in Newfoundland 79
5.5 Attitudes toward Teaching Religion in School 86
5.6 Attitudes toward Religious Characteristics of Teachers 87
5.7 Attitudes toward Separation of Children of Different Religious Denominations 88
5.8 Attitudes toward Separation of Schools by Denomination 90
5.9 Attitudes toward Church Involvement in School Boards 92
5.10 Relationship of Attitudes toward Specific Aspects of Denominational Education to Preferred System as a Whole 96
6.1 Summary of Data Sources, Department of Education 113
7.1 Sources of School Board Revenues by Province in Percentages, 1989-90 120
8.1 Background Information by Denominational Constituency, 1989-90 . . . 136
8.2 Schools, Teachers and Enrolment by School District, June 30, 1990 - Model A 139
8.3 Academic Allocations by School District, Model A 140
8.4 School Board Expenditures by Denominational Jurisdiction, 1989-90 . . 144
8.5 Per-pupil Expenditures by Type of Service by School District, 1989-90 . 149
8.6 Enrolment, Schools, Average School Size, and Small School Enrolment by School District, No Consolidation, Model B, 1989-90 154
8.7 Criteria for the Further Consolidation of Schools within the Denominational System 155
8.8 Background Information by Denominational Constituency, with Consolidations, Model B 157
8.9 Examples of Communities in Which Consolidation along Denominational Lines Is Recommended 159
8.10 Academic Allocations by School District, Model B 161
8.11 School Board Expenditures by Denominational Jurisdiction, Models B and A 162
8.12 Enrolment, Schools, Average School Size, and Small School Enrolment by School District, No Consolidation, Model C 170
8.13 Enrolment by School District by Denomination, Models A and C 171

8.14 Examples of Communities Where Consolidation of Schools across Denominational Lines Is Recommended 173
8.15 Academic Allocations by School District, Model C 175
8.16 School Board Expenditures for Sample District and Total Province, Models C and A 178
8.17 Enrolment, Schools, Average School Size, and Small School Enrolment by School District, with Model C Consolidation, Model D 185
8.18 Enrolment by School District by Denomination, Model D 187
8.19 Academic Allocations by School District, Model D 189
8.20 School Board Expenditures for Total Province, All Models 190
18.1 Existing Local Data Sources 396
19.1 Summary of School Board Debt Positions, 1989-90 407
19.2 Distribution of Capital Grants 408
19.3 Provincial Capital Grants to Education, 1982-83 to 1991-92. 409
19.4 Ratio of Per-Pupil Expenditures to Per-Capita GDP, by Province, 1989-90 411

14

List of Figures

1.1 From Concept to Final Report: The Flow of Ideas 7
3.1 The Changing Age Structure 30
3.2 Employment by Occupation 32
3.3 Canadian Test of Basic Skills Composite Results, All Tests 38
3.4 Performance by School Size (grade level enrolment), Various Tests 39
5.1 Interest and Meeting Attendance by Parental Status 70
5.2 Parental Involvement in Education Decisions 71
5.3 Attitudes toward Denominational Education 75
5.4 System Preferred by Importance of Issue 77
5.5 System Preferred by General Interest in Education 77
5.6 System Preferred by Children in School 78
5.7 System Preferred by Evaluation of Local Schools 78
5.8 System Preferred by Religion 80
5.9 Preference for Non-denominational System by Religion 81
5.10 System Preferred by Church Attendance 82
5.11 System Preferred by Sex 83
5.12 System Preferred by Age 83
5.13 System Preferred by Education 84
5.14 System Preferred by Community Size 84
6.1 Consolidation and Co-operation in Education 108
6.2 Framework for the Development of Individual Cost Models 109
6.3 Interrelationships between Models 110
6.4 Steps Involved in the Costing of Model B 111
8.1 Model A - Integrated School Districts 137
8.2 Model A - Roman Catholic School Districts 138
8.3 Model B - Integrated School Districts 152
8.4 Model B - Roman Catholic School Districts 153
8.5 Model C - School Districts 169
8.6 Model D - School Districts 186
8.7 Total Operating Costs under Each Model, 1989-90 196
8.8 Differences between Individual Models, 1989-90 197
19.1 Pattern of Costs 403
19.2 Breakdown of Costs in Education 403
19.3 Revenue Sources by Province, 1989-90 406
19.4 Per-Capita Public Sector Debt and Total Expenditure on Interest 410
19.5 Variance in Per-Pupil Expenditures 414

Preface

The establishment of this inquiry into the school system has come at a crucial time in our history. Profound political, social and economic changes throughout the world are prompting educators everywhere to reassess the effectiveness and efficiency of their education systems. Despite the significant gains made in education over the past two decades since the report of the last Royal Commission on Education, there remains throughout the province a widespread and well-founded concern about the quality and direction of schooling. Declining enrolments, demands for access to governance from groups not now enfranchised, pressures to increase achievement levels, and decreasing financial resources have created demands for change which cannot be ignored. Several of these concerns - and one specific mandate of this Commission - focus directly on the current denominational structure of our education system and whether it is contributing to fiscal and educational inefficiencies. In addition to this consideration, there is also a widely-held and documented belief that educational standards are too low, and that too many graduates lack the basic and relevant skills required to function in our present society, let alone the modern, global marketplace that is quickly establishing itself as the economic arena of the future.

Within Newfoundland society, other changes have placed new demands on virtually all of our social institutions: chronic and perhaps irreversible changes in our traditional industries, the changing nature of the workplace, the introduction of new technologies, changing population characteristics, changing family structures, increasing strains on economic resources, new expectations, and a heightened awareness of the rights of individuals and groups whose liberties have been constrained in the past.

While the rate of change may be unprecedented today, change itself is, of course, nothing new. For instance, more than half of the 1,266 schools that existed in the province in the 1960s were one- or two-room buildings administered by 270 school boards through denominational superintendents at the Department of Education. Today there are 531 schools, 26 school boards with three Denominational Education Councils and a non-denominational Department of Education. These changes alone have substantially altered the province's education system.

Educational change is high on the public agenda, too. Since the very beginning of its work, the Commission has heard from all quarters - in submissions, focus groups, interviews, discussions and from the general population through its extensive survey - that real change is needed now. Recognizing both the new demands on the system and its old inadequacies, most people told us that something substantive and substantial had to be done, even if they disagreed on *what* should be done. The Commission also heard what it believes to be a very genuine concern for the welfare of the children, and that, ultimately, it is this concern which must take precedence over all others.

In addition to educational and social imperatives, financial realities also dictate change. The fact is that we simply cannot afford to make the kind of qualitative changes necessary without new structural efficiency in the education system. Considering all of the different - and sometimes conflicting - positions advanced in more than a thousand submissions to the Commission, it is impossible to derive a model for change that can satisfy everyone. Instead, it must be founded on the real needs of our children, now and for the coming decades. The Commission has founded its recommendations and its model for change on this assumption and believes that this assumption is unassailable.

The Commission rejected the proposition that fine-tuning the existing system could adequately address the problems confronting it. The Commission believes the need to improve substantially the education our children receive makes it imperative that substantial changes be effected. The Commission proposes a number of major thrusts for the kind of thorough-going reform it believes necessary to ensure our children's futures as individuals and our future as a society. These are the development of a new mandate for schooling; the restructuring of the system's administration at the provincial, school district and school levels and the establishment of non-denominational school boards in place of the present system; the full involvement and enfranchisement of the public in the governance of the system; the development of attainment standards for students; the refinement of the process of curriculum development and implementation; and the improvement of existing practices at every level of the school system. More specifically it proposes publicly elected school boards funded on the basis of need, teachers employed on professional merit, church involvement at the provincial and school levels, and appropriate religious education programs for all school students.

The Commission realizes that in proposing such reforms it has challenged what are, for some people, very important values and traditions, especially those which touch on separate denominational schooling. The Commission also recognizes that its proposals may conflict with some of the Constitutional guarantees placed in Newfoundland's Terms of Union with Canada in 1949. However, it cannot accept that the wording or spirit of these rights and privileges established decades ago were intended to paralyse the system in perpetuity, and stifle the ability of the system to respond effectively to change.

Indeed, whatever the legal implications, the history of education in Newfoundland has had a long-established precedent of change. Its history is not the record of a static institution, but of a living, responsive and evolving system. The education system began here in response to specific needs under very trying circumstances, and its evolution over the centuries has been a story of adaptation, restructuring and accommodation to changing times, conditions and priorities. When government began to fund education directly in the 1800s, it recognized and enfranchised the religious denominations then established in the colony, but it did not preclude the possibility of changing to meet future needs or limit participation to those who held majority positions. Thus, in 1892 the Salvation Army was recognized under the *Education Act*, followed by the Seventh Day Adventists in 1912, and in 1954 the Pentecostal Assemblies of Newfoundland was recognized without amendment to the Terms of Union. These additions were all made to ensure minority rights; no expansion was required, legally or constitutionally. They were conferred by consensus, from an impulse which recognized a need for the fair treatment of all within our society.

More recently, the same recognition of the need to respond to changing circumstances led to the reorganization of the Department of Education along non-denominational lines and to the amalgamation of Anglican, United Church and Salvation Army school boards in the 1960s. During the past few decades, too, there has been increased sharing of resources as school boards have come to face and meet the challenge to rationalize and consolidate their delivery systems and resources. Today – as this report shows – joint-service schools and interdenominational sharing can be found in locations all around the province. Operational funding to schools, as well, has long been determined by need rather than along strict, denominational lines as set down in the Terms of Union. All this has come without the loss of rights – but with the gain of tolerance, understanding and a stronger sense of who we are and what we can do together.

While all of this sharing and co-operation has been good, it cannot go very much further within the present administrative framework. Unless the natural process of change is to be artificially and unnaturally halted, the next step in our evolutionary development must come, and we must ensure that it is towards the creation of a comprehensive, unified and efficient administrative structure.

Some will object that the Commission's model does not remove the church from the educational establishment. However, the Commission recognizes that the role of the churches was essential in the early history of education, in their extensive investment in the school system since that time, in their deep commitment of people and resources, and in their sincere and profound commitment to the well-being of the people of this province. And although most people do not want to retain a denominational school structure, most do want the opportunity for spiritual and religious education and a church presence within the process of education. The Commission has therefore recommended that the churches retain an important and appropriate role within the Newfoundland education framework.

In reflecting on the range of issues and concerns brought before the Commission, it was concluded that many of the existing educational problems cannot be dealt with entirely within any education system. While many of the problems reflected on the faces of youth in classrooms are problems of long-standing and have originated in society at large, teachers must deal with all students regardless of the problems they bring to school. The Commission knows that education can make a profound difference to society, but it cannot do it without help - no matter how well the system is designed and implemented. The home environment is critical to successful learning, and parents' expectations for schooling and their involvement in school can influence their child's learning. These are some of the reasons parents and others must be able to play a significant role in school affairs. But other agencies must also share the responsibility of addressing the myriad of social and economic problems that are manifested, but not created, in the schools. The Commission believes that the efforts of all government departments must therefore be deployed in a more co-ordinated and effective manner if these problems are to be met to the satisfaction of the individuals in need of help and of society at large.

Perhaps more than any other institution the education system is tied to the society and the world which shapes it and which it, in turn, comes to define. Education does not and cannot exist in a vacuum - or an ivory tower - oblivious to change, because it *is* such a fundamental cornerstone of our society and therefore of the legacy we leave to coming generations. The education system here, or anywhere that adequately prepares youth for the future, cannot be compromised by an insular view of the world. We must construct bridges, not perpetuate social or intellectual isolation.

Finally, the Commission recognizes that the only way to achieve a fully integrated system, except for voluntary agreement on the part of the holders of the rights and privileges, may be a Constitutional amendment. This would involve the removal or radical reworking of Article 17 of the Terms of Union. However, the Commission believes that just as in 1969, five churches were able to join together to form a single system, now in 1992, it is possible for all churches to disengage further and create a new system which will preserve the valued Christian character of schooling, and at the same time recognize the educational, economic and social advantages of participating in a co-operative approach to schooling. Two things guided the Commission's thinking in this respect. It was evident from the public hearings, opinion poll and submissions that the vast majority of Newfoundlanders were not in favour of creating a secular, public system of schooling. The Commission shares these sentiments. Second, from the standpoint of what is desirable for the student, the Commission concluded that one of the strengths of the present school system is the very strong emphasis on morals and values undergirding it and that this should be retained. The education system has not been indifferent to the need for change in the past in order to address demands for quality schooling and there is no reason why changes cannot be made now which will address the need of new approaches and build a more responsive and efficient system of schooling. We must build on these strengths and recognize the clear economic and educational advantage of participating in a fully co-ordinated manner as we confront the challenges ahead.

There is no greater challenge facing this province than ensuring that our children obtain the skills, knowledge and abilities essential to survival in a fast-changing highly competitive world – the challenge is not insurmountable. However, fundamental changes are required to create sensitive, responsive learning environments capable of preparing our youth for the future. This report places such a challenge, in the form of wide-ranging reform to the education system, before the Newfoundland public, the Legislature, Church authorities and educators. The Commission recognizes that confronting the changes proposed is not an easy task. Constitutional, moral, historical, economic, social and political variables interact to define what is or is not possible. However, as difficult as it is, there must be serious efforts to address the quality and future of schooling in the province. We must and can work together to build an education system which our children and province need and deserve. Nothing less will do for our children, our future.

Leonard Williams, Ed.D.
Chairperson

March 31st, 1992

Part I:

Introduction

1

Origin and Scope of the Commission

The provision of educational services has been a major focus of debate in every industrialized society for the past half century. This debate has risen to new heights in recent years, spurred by a dramatic decline in student populations, a growing concern about effectiveness and cost-efficiency, and increasing demands for quality in education.

In Canada, more than $26 billion was spent on education in 1989-90 - 15.7 percent of total provincial expenditures. In this province, the $564 million spent on education that year represented 16.1 percent of our total budget.[1] Although this is higher than the national average, lower than only Ontario and New Brunswick, to many it is too little, especially in a province where the school population and school resources are so widely scattered and the cost of delivery is so high.

The reality is, however, that the current economic outlook for Newfoundland and Labrador does not offer much encouragement that provincial revenues will increase significantly in the short term. Consequently, spending on education is not likely to rise despite demands by the education system for greater resources and by society for higher performance. Such demands, coupled with already difficult fiscal restraints, are forcing educators to re-think how they deliver programs and services in this province, and questions are being raised about the value received for the education dollars spent.

The fact is that Canada and Newfoundland require the very best education and human resource development simply to maintain the current standard of living. In the future this will only increase in importance. The demands of the workplace and the world our schools are preparing students to face have already changed dramatically. The very structure of knowledge itself, along with communication technologies and research techniques, are responsive to these global changes.

Among the changes needed to address these realities are a greater awareness of social change itself, a capacity to learn from the experiences of the past and of others, and a willingness to see innovation as a logical response to that change. The capacity of any system to accept change is limited, however, especially when it is essential that the system continue to operate while it is changing. It is not possible for major parts of the education system to stop work while they are dismantled and rebuilt; nor is it practicable to build a new and parallel organization to replace the original. The Commission therefore has sought reasonable, pragmatic but coherent approaches to the problems and weaknesses of the existing education system; thus it has concentrated on changes which are justifiable, practicable and compatible with the general views and expectations of society.

The uncertainty produced by changing roles and responsibilities can also affect the morale of those involved in the current system and may foster resistance to, and resentment of, the necessary changes. The changes proposed must be of a kind which can be incorporated systematically and coherently into the existing framework. Nevertheless, the Commission has concluded that the education system must undergo significant change to meet its responsibilities effectively and efficiently, and to find realistic long-term solutions for present problems. Such a view was also that of the great majority of people who participated in the work of the Commission through interviews, public hearings and the preparation of written briefs and through participation in the public opinion poll.

Finally, this report is about the future. Because the Commission was asked to address the welfare of the children, our most important obligation to the future of our province, it has sought to propose solutions founded on values and principles likely to endure for many years to come. In its quest for such solutions, the Commission sought to discover new and better ways of educating children, and pursued a vision of children learning together in an atmosphere of tolerance and understanding.

Interpretation of the Mandate

On August 6, 1990 the Government of Newfoundland and Labrador appointed a *Royal Commission of Inquiry into the Delivery of Programs and Services in Primary, Elementary, and Secondary Education* to obtain an impartial assessment of the existing education system and to seek an appropriate vision for change. The mandate of the Commission was to investigate, report on and make recommendations regarding all aspects of the organization and administration of the province's school system. Specifically, the Commission was instructed to

> hold an inquiry into the organization and administration of primary, elementary and secondary education in Newfoundland and Labrador and make recommendations concerning appropriate and realistic courses of action which Government and administrative groups in education should adopt in order to realize the most effective, equitable and efficient utilization of personnel and financial resources in the continued effort to deliver quality educational programs and services to all primary, elementary and secondary students.

In view of this mandate, the following tasks were set out for the Commission:

- To examine the current organizational and administrative structures for delivering school and school related programs and services at the provincial, regional, school district and school levels.
- To examine the extent to which school districts and schools can be further consolidated and the costs associated with such consolidation.
- To examine the nature and extent of the community use of schools, the school's use of non-school-board owned facilities and the potential for joint funding of school-community facilities.
- To examine the extent of duplication resulting from the denominational system and the costs associated with such duplication.
- To examine the effectiveness of existing co-operative efforts within and across school districts and suggest where and how new initiatives may be taken in this regard.
- To identify any existing barriers to the effective, efficient and equitable delivery of programs and services, and to propose corrective measures and incentives.
- To consider the matter of accessibility for those groups and individuals who may not now be adequately served.
- To investigate other matters deemed necessary to realize this mandate.

Since the outset and in keeping with both the spirit and intentions of those participating in the hearings, the Commission has interpreted its mandate broadly. While the emphasis of the Terms of Reference is on consolidation, efficiency and costs, such a perspective was determined to be too restrictive. There would be little value in proposing major changes in the name of efficiency if these changes did not result in any improvement to schooling. The Commission therefore could not justify declaring any aspect of the school system outside of its purview as long as it might have some bearing on its primary focus.

Methods and Strategies

Early in its work, the Commission concluded that the primary focus of the investigation should be *educational quality*, but recognized that the quality of education is a consequence of many things, some aspects of which have not been well documented nor assessed. One aspect affecting the quality of education is *need*. At any given time, there is a continuum of needs in education: individual needs, school system needs, community needs. The difference between the extremes on the continuum is straightforward. Educational policies on the one hand are justified because they satisfy the needs and interests of each school child, while on the other hand, educational policies are justified because they are related to the needs of the wider community. Depending on context and on how needs are classified, the problem facing the Commission was how to justify that some needs are more urgent or more central than others. All too often needs conflict. Community needs clash with those of individuals. Fulfilling the needs of some children may well adversely affect those of others. When faced with the dilemma of competing needs, the Commission had to face the question: which should be addressed first?

The information required to make many decisions and recommendations concerning such issues was inadequate or simply did not exist, although considerable effort was made to ensure that the data which were available were valid, reliable and consistent.

The necessity to fill the gaps in the data and to involve the public in the process led the Commission to conduct its inquiry along two avenues. The first was a broad process of public discussion of the issues wherein the Commission invited the comments and opinions of the general public and a wide range of interest groups. In this public consultation process briefs were presented, and interviews and focus groups were undertaken, resulting in the accretion of thousands of pages of information, suggestions and recommendations. Throughout its deliberations the Commission also sought to conduct its business with a minimum of formality, to involve the greatest number of interested people and to keep the public informed of its activities. Further, the chairman made himself available to the press, met with many concerned individuals and groups, and accepted numerous invitations to address organizations so that a more fully-informed perspective could be brought to the mandate.

The second avenue of inquiry was a comprehensive research program which included formulating principles, compiling background and statistical information, writing research reports and issue papers, and culminating in the preparation of formal position papers. This research programme was undertaken by both the

Commission's own staff and others having expertise in particular areas. The relationship of these elements to the Commission's inquiry is represented graphically in Figure 1.1.

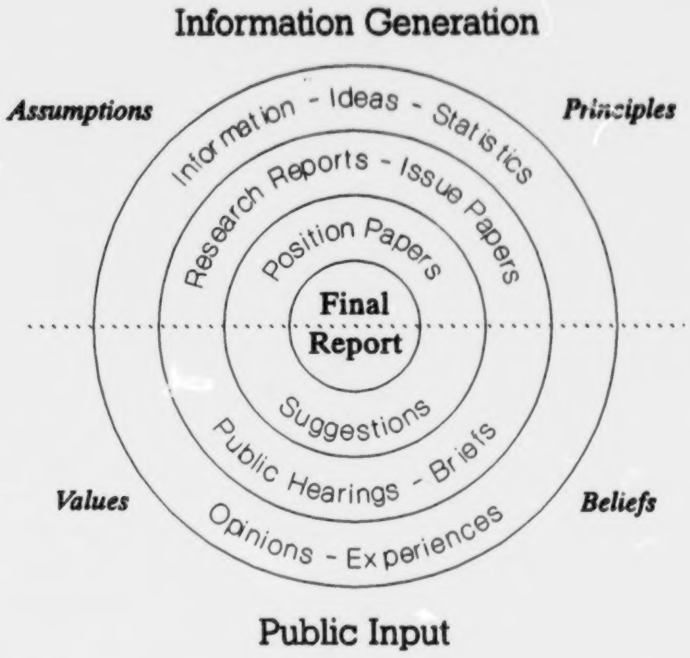

Information Generation
Assumptions
Principles
Information - Ideas - Statistics
Research Reports - Issue Papers
Position Papers
Final Report
Suggestions
Public Hearings - Briefs
Opinions - Experiences
Values
Beliefs
Public Input

Figure 1.1: From Concept to Final Report: The Flow of Ideas.

Consultations

The first meetings were held with key individuals and groups to seek advice on defining the terms of reference and methodology. Throughout the inquiry, members of the Commission also held meetings with groups of students, parents, teachers, principals, school district staff, government agencies, interest groups, and major provincial organizations both within and outside the province to provide valuable insights into the attitudes, expectations and opinions of the key participants in education. To gain further insight into a variety of issues brought before the Commission, expert panels, focus groups and semi-structured interviews were extensively used. At critical stages, decisions were made requiring not just the findings of the public hearings and research studies, but also input of individuals informed about and sensitive toward the education system, its governance and its impact on local conditions.

In the course of its deliberations, the Commission visited 51 schools around the province. These visits provided opportunities to discuss the work of the schools with principals and teachers, to inquire into the quality of school life with students, to observe the climate and character of the schools, and to see first hand the conditions under which schooling takes place. Meetings with students.were carried out informally and often yielded insights into the education system that would not have been possible otherwise.

Public Hearings

To stimulate discussion of the issues and to provide an opportunity for those who wished to express their views directly to the Commission, 36 public hearings were scheduled in 29 different centres between November 1990 and October 1991. Presentations came from all parts of the province and even beyond. During the hearings, presenters were free to express their views and to state their positions without interruption. While presenters were encouraged to limit their presentations to 15 minutes, the Commission always provided additional time to those who required it. As time permitted and as circumstances warranted, questions were also asked by the Commissioners and, for the most part, presenters showed little if any hesitation in responding.

Where possible, written briefs were studied in advance to allow for better understanding of the issues being presented. All hearings were recorded on audio tape and in some cases, where presenters deviated from the prepared text or did not submit a written brief, transcripts were later prepared. An extensive examination of all submissions was completed to facilitate later analysis.[2]

Research

An integral part of the work of any Royal Commission is the generation of information to supplement the public hearing process. A great deal of the Commission's resources was thus devoted to the design and conduct of an extensive research program. The research techniques applied to different issues and problems before the Commission varied considerably.

The Commission first assembled and examined a large corpus of relevant literature, particularly recently completed provincial reports and studies. National and international studies, along with statistical reports, financial reports and policy documents, were also examined. Other data for the study were collected from a variety of sources using a variety of methods. The extensive resources of the Department of Education were drawn upon to supply data about all aspects of the system and how it is financed. In addition, several gaps in the data were of sufficient importance to warrant the collection of new data.

Where the information needed was unavailable, fragmentary or uncertain, the Commission initiated studies or issue papers. These were carried out by

Commission staff and external researchers. Such projects were initiated in the following general areas:[3]

1. The Cost of the Denominational System
2. The Use of Instructional Time
3. School Based Administration
4. Teacher In-service and Professional Development
5. The Changing Face of Teaching
7. The History of Cooperative Services in Education
8. Accountability and Performance
9. Distance Education
10. Community/School Linkages
11. The Changing Mandate of Schools
12. Services for Children Not Adequately Served
13. Curriculum Delivery
14. Governance and Administration
15. School District Boundaries
16. The Role of Central Office
17. Early Childhood Education
18. Teacher Education
19. Parental Involvement
20. Public Opinion about Education
21. School Councils
22. Multi-graded and Non-graded Classrooms
23. Native Education
24. Legal Questions
25. Analysis of Submissions

Strategic Plan

A strategic plan was also devised by which the Commission proceeded from identifying critical questions, through its investigative process, to identifying solutions, and finally to their incorporation in the Commission's report.

Response to Mandate
- identification of approach, issues and research needs

Investigation
- commission hearings, briefs and other public input
- informed individual and group opinion
- current literature and related research
- original research

Identification of Critical Issues and Questions
- vision
- core values
- principles
- operating assumptions

Structures and Processes
investigating for each question:
- current conditions and how they are viewed
- desired state of affairs/solution
- conditions necessary to achieve desired state of affairs/solution

Investigation Results
incorporating suggestions and recommendations in the form of
- research reports
- background reports
- issue papers

Position Papers
analyzing results and synthesizing papers on
- traditional and emerging values
- organizational and administrative goals
- implications for delivery

Conclusions
- model
- recommendations

Final Report

Organization of the Report

This final report is divided into six parts. The first part is a summary designed to provide an overview of the activities and processes used by the Commission to fulfil its responsibilities. It also provides a summary of the submissions received to provide the general reader with some understanding of the issues brought before the Commission. Part II of the report provides the background to the factors which have shaped and continue to shape the nature of education in the province. In addition, some assessment of the identified trends and impacts as well as the strengths and weaknesses of the present system are provided. Part III addresses issues related to the denominational system. First, it traces the origin and development of denominational education and then examines the nature of public opinion toward its various components. Part IV examines the costs associated with the denominational system and the potential for introducing greater efficiencies and scale economies. Part V proposes a model for the delivery of educational services. First, it establishes the context for reviewing the education system, sets out the conditions for change, describes the challenges, principles and operational assumptions underlying the Commission's decisions, and then it outlines the model and its constituent components. Part VI sets out the critical issues facing the education system and the commission's response to them. It establishes the background, describes the context and outlines the response for each of the issues identified.

The Appendices describe the sources used by the Commission. The sources have been assembled to help the public and researchers access the materials which the Commission used in the preparation of its final report. Included are a statement by the Commission's legal counsel, a list of submitters, public hearings, visitations and consultations, a summary of research activities, and a summary of recommendations proposed by the Commission. The recommendations in this report, for the most part, focus on the means to achieve an end (the process of education) rather than on the end itself (the product, or content of education). For example, in addressing the need to discover new methods of financing, the Commission recommended principles which should underpin such a system and a process to achieve it, rather than recommending the specific details of what it should contain.

Notes

1. Canadian Education Statistics Council, *"A Statistical Portrait of Elementary and Secondary Education in Canada."* A joint publication of the Council of Ministers of Education, Canada and Statistics Canada, preliminary data release for 1991 publication.

2. Lists of presenters and public hearing sites are presented in Appendix V and VI, respectively.

3. A complete list of research studies and background papers is presented in Appendix IV.

2

Analysis of Submissions

Thematic Organization

Shortly after the proclamation of the Commission, the general public was invited to make written and oral presentations on issues related to its Terms of Reference. The response to this request for public participation clearly demonstrated that there exists a very high level of interest and concern for the children, schools and the education system of this province. Literally thousands of citizens participated in surveys and discussions, prepared submissions or presented briefs at public hearings. A total of 1,041 written and oral presentations, representing 3,677 individuals and 384 groups and organizations was received. The submissions came from 173 communities from all geographic areas of the province, and represented a broad spectrum of society, including parents, teachers, school boards, business and industry, churches, education and health associations, and community groups. In addition to the briefs, 128 petitions containing 8,787 names were received.

To provide a better understanding of the variety of responses and the intensity of the statements made in the submissions, a summary of representative comments on some of the major issues is presented in this chapter. The summary is organized on thematic lines. This chapter does not attempt to explain the different contexts in which these comments were made nor to connect the themes together in any systematic way. Rather it is included to provide a sampling of the variety of issues, approaches and viewpoints which the Commission had presented to it and with which it had to grapple.

The remainder of this chapter summarizes submissions (a) related to the denominational system, (b) on organizational and administrative issues, and (c) on other related educational issues. The views summarized are not necessarily subscribed to by the Commission.

Issues Related to the Denominational Education System

Although many different issues were raised during the public consultation process, the denominational system was the source of greatest concern and accounted for the largest volume of submissions to the Commission. Of the 1,041 briefs received, only 147 did not in some way address the question of the denominational system.

In recent years the denominational aspect of the Newfoundland education system has often been at the centre of public debate, with the value of church influence in schooling weighed against the cost of the system during times of fiscal restraint. Not surprisingly, the submissions that the Commission received presented many arguments for and against retention of the denominational system, and it was clear that the opinions expressed on this topic were more deeply felt than on any other. That is, in 86 percent of the briefs, some concern was voiced about the denominational structure of schooling. Three-quarters of all the briefs supported the existing system. Only 90 briefs (9 percent) were opposed to denominational schooling, but half of these (45) stated a preference for preserving the spiritual aspects of schooling. Arguments for and against the system were based on parental rights, legal rights, the quality of schooling, the educational advantages of small schools and funding.

Arguments for Retaining the Denominational System

Parents' right to choose. Submissions in favour of retaining the denominational system argued that the freedom of parents to choose the system of education they feel is best for their children is a right which emanates from scripture, Article 3 of the United Nations Universal Declaration of Rights, and the Canadian Charter of Rights.

The legal argument. Several briefs invoked legal arguments for retention of the denominational system, noting that churches have traditionally had a major role in education in this province, and that rights arising from this role were recognized in the grants given to existing church schools in the first Newfoundland education act of 1836 and all subsequent education acts up to 1949. These rights were guaranteed under Term 17 of the Terms of Union with Canada, and confirmed by the Canadian Constitution.

Spiritual needs. Many submissions argued that the denominational system was best for the spiritual well-being of the children and for the integrity of the church and community. It was argued, for instance, that the denominational system is the only system that allows for the full development of the "whole child", including moral and spiritual dimensions. It was further argued that in a denominational system the home, the school and the church work together in a partnership beneficial to children's education as a whole. It was pointed out that the denominational system encourages financial and moral support for schools and more than 75 briefs presented detailed information to demonstrate that churches have contributed millions of dollars to education, mainly, but not exclusively, in capital construction.

The advantages of the small Christian school. Because of the denominational system there are more small schools in the province than would be the case if there were a unified system. A number of submissions which presented arguments in favour of the denominational system pointed out the advantages of small schools, including a smaller pupil-teacher ratio, a greater opportunity for a learner-centred atmosphere and program, better student morale because of closer human contact, less time and effort required to address discipline problems, the value of having Christian teachers as role models, teachers' availability to attend to students' spiritual needs, the greater degree of parental involvement, and the development of a strong sense of loyalty to home, school, church and community.

Arguments for Abolishing the Denominational System

Most of the 45 submissions which spoke against retaining the denominational system cited inefficiency and human rights arguments. More specifically it was argued that the system is too costly and inefficient because it supports duplication of services; that it violates the rights of those who are not members of the churches officially recognized for educational purposes, including non-practising members of those churches; that the system impedes the establishment of viable community schools by busing children out of their home communities to attend a school of a particular denomination; that it promotes intolerance among students of different faiths; that it is open to the practice of hiring teachers of a particular denomination over better qualified teachers of a different denomination; and that the system wastes millions of dollars instead of spending the money to improve the quality of education for everyone. Further, it was argued that the high illiteracy rate in the province is evidence of the failure of the denominational system to provide an effective education. A number of school practices, such as having to attend religious assemblies and having to learn Christian carols and hymns were also cited as being offensive to non-adherents.

Arguments for Retaining the Denominational Education Councils

The Roman Catholic, Pentecostal and Integrated Education Councils officially represent church participation in the education system and symbolize church influence in the minds of many people. Although the Councils do not have a high profile, the Commission received 56 submissions dealing with them and of these 30 favoured the retention of their present role as official representatives and spokespersons for their churches. There were a number of arguments presented in these submissions: that the Councils protect denominational rights and maintain a Christian influence in the education system; that they control joint service schools and set guidelines for inter-denominational sharing; that they have an important role in the development of religious education programs; that they represent the churches' partnership with government in education; and that it is necessary to have a church agency with a role in teacher certification, religious education and capital funding. Some of the 30 supportive briefs recommended that the role of the Denominational Education Councils be strengthened, particularly in the area of curriculum development.

Arguments for Dissolving the Denominational Education Councils

There were 26 submissions critical of the Denominational Education Councils. Several voiced the position that efficiency would be enhanced if they relinquished their responsibility for capital expenditures in the education system. Other briefs called for the abolition of the councils altogether, largely because they are expensive, non-democratic, an unnecessary level of bureaucracy, and because they interfere with some aspects of the curriculum. Some argued that, through the Councils, the churches have more power than when they were more directly involved in educational administration, and others argued that their functions could easily be assumed by the Department of Education.

Inter-denominational Sharing

Twelve percent (138) of the briefs to the Commission dealt with the theme of inter-denominational co-operation and sharing. All suggested that there was no inherent reason why the spiritual dimension of schooling would be sacrificed if joint service schools were established; and all thought that the joint service arrangement would enhance efficiency and promote more effective schooling. Notwithstanding such views, however, many of these 128 submissions expressed a clear preference for separate denominational schools as their first option. The joint service school was seen as a second choice or necessary compromise when faced with declining school enrolments. It was pointed out that in several regions, in addition to joint service schools, there exists a good deal of inter-denominational co-operation, primarily in the areas of snow clearing, school calendars, collective bargaining, shared programs, busing, purchase of school supplies and shared personnel.

These submissions demonstrated that in many areas of Newfoundland denominational barriers have been lowered and that distinctive religious education programs have been maintained. The briefs addressing the denominational system also illustrate the high level of commitment and concern many feel toward the education system in this province. The lack of consensus on this question of denominational sharing, however, should not be surprising. Several briefs indicated that the quality of children's education should be given a higher priority than denominational loyalty.

Organizational and Administrative Issues

School Financing

More than two hundred briefs dealt in some way with the topic of school finance. While many of these described the churches' financial contribution to education, others addressed school taxes, funding for special needs programs and the question of financial support from municipalities. A number of submissions indicated the school system was underfunded.

The Department of Education

It was evident from the lack of submissions addressing the role of the Department of Education, that the general public is largely unaware of what it does. While there was no clear theme in the briefs, a number of points were more supportive of enhanced co-operation among educational constituencies:

- new programs should be implemented only when there is sufficient funding to do the job properly,
- there should be a co-ordinating committee at the Department to set the curriculum for each grade level,
- closer ties should be established with Memorial University, the Newfoundland Teachers' Association, parent groups, and others,
- all divisions within the Department should be merged into one.

School Board Office Personnel

Most submissions on this theme centred on the importance of the role of program co-ordinators. Opinions ranged from unconditional support for retaining the position to a need to eliminate the position entirely. Most presenters felt that all district office staff should have more contact with the classroom teacher. It was suggested that central offices of school boards be de-centralized and more authority placed at the school or community level.

School-Based Administration

The main issue addressed on this theme was the problem of freeing principals from "administrivia", thereby enabling them to assume a more meaningful role in school and instructional leadership and in staff evaluation. To accomplish this, it was suggested that there be personnel allocations for school administrators. The three suggestions were the inclusion of school bursars, additional secretarial help, or the provision of teacher units with released time to perform selected administrative duties. In addition, a number of submissions stated that all school administrative appointments should be term appointments and that the performance of school administrators should be periodically reviewed. Another issue raised related to the power held by school administrators, with the suggestion that there should be less authority at district offices and more at the school level.

School Transportation

The issue of school transportation is closely linked to the denominational system. Briefs suggested that a common bus route would be preferable to having each denomination provide its own bus service. It was also suggested that children should not be bused out of their communities at government expense to attend an appropriate denominational school in a nearby community, since the viability of many community schools would be affected. Fear was expressed that school consolidation could result in more busing and therefore more problems.

The Non-graded and Multi-graded School

Because in the last twenty years the school population has declined by over 23 percent, many small schools have had to combine grade levels. One submission claimed that the small school with multi-grade classrooms is the single biggest problem in rural education today. Although there were submissions which pointed out both the advantages and disadvantages of multi-grading, many on both sides of the issue asked that the reality of multi-grade classrooms at least be recognized, and programs developed to meet their particular needs. Suggestions included the use of distance education technology, innovative subject scheduling, larger classrooms, smaller class sizes, and exploring the effectiveness of different grade combinations and non-graded classrooms.

Parental Involvement

Central to many educational reform initiatives across North America has been the need to create opportunities for parents to have a greater and more meaningful role in their children's schooling. A number of briefs reflected this view, suggesting that parents should be involved in school decision-making and that schools should be more accountable to parents. Decisions regarding school closure and retention of small community schools were a particular concern. Most briefs which addressed this topic, however, did so with reference to the denominational system, stating that parents had the right to choose an appropriate denominational school for their children. On the other hand, several submissions claimed that under the present system parents' rights are abrogated by denominational authorities and church leaders.

School-Community Links

Traditionally, schools and communities have been closely connected, particularly in rural areas of the province. This relationship has not always been reflected in capital spending projects, however, and all 47 submissions which addressed the third term of reference regarding community use of schools focused on the potential for greater sharing of school and community facilities. Libraries, playgrounds, auditoriums and gymnasiums were all cited as examples of facilities which should be used by students during school hours and by others in the community when the school is not in session. It was thus suggested that school boards, community councils and government departments co-operate in planning the joint use of any new school or community facility.

Although it was acknowledged that many schools are now being used after hours by church and community groups, it was suggested that this use should increase. A barrier to the after-hours use of school buildings is funding for security and maintenance, and suggestions to deal with this problem included user-payments, extra government funding for this purpose, support from the municipality, and parent fund-raising. It was noted that while schools charge minimal fees to community groups, schools were usually charged full price to use community facilities.

Other Issues

Curriculum

Although curriculum was not specifically included in the terms of reference, many briefs referred to curriculum matters because they are inextricably intertwined with aspects of administration. In many cases curriculum issues were perceived as barriers to an effective education system.

The main areas of concern about curriculum focused on a perceived need to revise present high school programs, to develop appropriate materials for children who have learning disabilities, to give the denominations a greater say in the curriculum, and to deal with an already crowded curriculum which continues to enlarge as subjects and social issues are added. Other needs and issues raised included

- the need for more development of curriculum at the district level,
- the problem of trying to implement a policy of resource-based teaching without adequate resources,
- the need for a special curriculum for students in multi-grade classes, for native students and for Pentecostals,
- the need for locally written and published textbooks,
- the need for intermediate level and for high school level vocational education programs,
- the problems caused by programs not appropriately designed to meet the needs of those in either upper or lower levels of school achievement,
- the need for distance education to enhance the viability of small schools,
- the need for improved curricula in the areas of core French, family living, computer education and home economics,
- the need for a Canada-wide curriculum,
- the importance of an economics-oriented curriculum in order to emphasize the economic importance of development for our future well-being,
- the importance of keeping and strengthening selected courses in the curricula, including health education, physical education, art, drama, industrial arts, music and the education basics,
- the need to prevent sex role stereotyping in school programs,
- the importance of district office program co-ordinators for the successful implementation of new programs,
- the need for fewer academic programs and the opportunity for more hands-on learning, and
- the need for better career planning.

Further, a number of barriers that impede the successful implementation of the prescribed curriculum were cited, including lack of funding, inadequate resource materials, the excessive power of the Department of Education in controlling curricula, inadequate in-service education for teachers responsible for delivering new curricula, and the problems of teaching large classes. Many briefs expressed concern over the dual role of teachers. On the one hand teachers have as their primary responsibility the implementation of the prescribed curriculum; on the other hand they have been given responsibility for meeting the emotional, moral and social needs of students. The two are not necessarily complementary.

Teacher Education

The Commission was told that without appropriately-educated teachers, we cannot have a high-quality education system capable of helping students reach their potential and being capable of responding to ever-changing social and educational contexts. Because most of the province's teachers are now well qualified and are unlikely to return to university for further education, in-service teacher education is becoming an important component in the overall improvement of the education system.

Teacher Preparation. Many submissions which called for improvements to the education system linked proposed changes with teacher education. Several briefs suggested that teacher education should be more relevant to the current needs of schools and should therefore better prepare teachers in the areas of classroom management, instruction in multi-grade classrooms and teaching in remote areas, particularly in Labrador. In light of new directions in special education policy, it was also suggested that all teachers now need training in this field. Other points raised included the beliefs that

- Memorial University should prepare students to teach in a denominational school system,
- teachers need to be more aware of sex role stereotyping,
- there should be co-operation between the schools and the university in the area of mathematics,
- the Faculty of Science at Memorial University should establish a full year co-operative program for teachers,
- entry requirements to the Faculty of Education should be raised, and
- teachers need to learn to be more sensitive to the feelings and needs of their prospective students.

Professional Development. A number of submissions spoke to the general need for teachers, as members of a profession, to keep current with new developments in education. A number of problems were raised concerning current in-service practice. Many briefs argued that in-service programs need to be longer, that one-day or short-session in-service programs are inadequate, particularly when they are not followed by small group or individual support. It was suggested that all in-service programs be offered during August in larger centres of the province, and that these programs be a joint responsibility of the Department of Education, the Newfoundland Teachers' Association and school boards. A number of briefs noted specific areas where in-service education was needed: school administration, science education, physical education, and the provision of special education training for all teachers.

Barriers and Accessibility

Nearly a hundred submissions focused on barriers to the delivery of education. Many of these cited inadequate funding and resource inequities as major impediments to equal educational opportunities; many attributed these problems to the duplication of services stemming from the denominational structure of education, busing children out of their home communities, and poor school facilities. Other barriers cited were lack of teacher upgrading or renewal, a lack of accountability and religious discrimination. Several submissions named curriculum issues: inadequate curriculum organization, the need for a vocational education stream, and inadequate physical education programs and facilities.

Social and economic problems were cited in a number of briefs as being barriers to effective teaching and learning, as teachers and schools have not been prepared to deal with these needs. Child hunger, families which have experienced marital separation or divorce, single parents, and latch-key children were noted in particular, and it was felt that there is a need to ensure that the appropriate agencies deliver services to these children rather than leave the school with this role. It was believed by some that the school mandate is unclear regarding the responsibility teachers have for dealing with social problems generally, and that such ambiguity contributes to teacher stress. It was felt that there is a need for special services, including guidance counsellors and educational therapists, for students who are "at risk" of failure or who have dropped out of school. One brief cited the need for all students to have access to health services.

Most briefs on this theme cited special education as being a barrier, but in different ways. Some argued that mainstreaming of special needs students was occurring too slowly, others felt more support staff was necessary to make mainstreaming successful, and still others argued that mainstreaming mentally handicapped students should be curtailed. A number of briefs maintained that students with severe emotional and behavioural problems should be placed in alternative settings. Some suggested that programs for all special needs students should be improved, and others cited specific areas which need attention: services for students who are visually impaired, autistic, gifted, learning-disabled, and those who require the services of speech pathologists. In addition, francophone, rural and native students were said to be disadvantaged under the present system of education.

Labrador Issues

Although there are many small and remote communities on the island part of the province which share with communities in Labrador the problems associated with small rural schools, there are a number of problems in delivering educational services which are specific to the Labrador region. A number of submissions suggested that the Innu and Inuit should have greater powers in running schools for native children, and that the traditional native lifestyle, language and culture should be protected within and by the education system. Other issues raised included the problem of inadequate teacher housing on the Labrador coast, the problem of providing adequate service in remote Labrador communities to students who have special learning needs, the need for better school counselling, and the perennial problem of irregular school attendance. Teacher stress arising from teaching multi-grade classes and the stress attendant upon living in isolated communities were also cited as problems. A number of submissions from Labrador referred to the denominational system and while most argued in favour of retaining the system, several suggested that inter-denominational schools should be established.

French Issues

Three aspects of French education were raised in submissions: French first language schooling for the francophone population of the province; core French, the French program taught in most schools from Grade four to high school; and French immersion. Although there is substantial federal financial support for French education, one brief stated that the late confirmation of federal funding created scheduling problems. Most of the briefs on this topic addressed the issue of appropriate francophone education. It was suggested by some that there is now adequate funding for these programs in French areas of the province, but one brief cited the need for a francophone high school on the Port au Port peninsula and another called for the establishment of a French cultural centre in Labrador to enable francophones to maintain their language and culture. Three submissions argued that the francophone population is entitled to a separate school board. French immersion was criticized as being elitist and inaccessible to rural students. One brief suggested that there should be inter-denominational sharing in the provision of immersion programs. It was suggested that core French be given more importance in the curriculum, particularly in rural areas where often French is not offered in elementary schools. It was suggested that qualified French teachers be recruited from other provinces.

Summary

Submissions to the Commission ranged in content and complexity from short letters from parents to lengthy briefs from associations which had conducted surveys and discussions among their membership in order to determine priorities and formulate recommendations. All of these submissions were indispensable to the work of the Commission. While not all recommendations in the submissions were eventually endorsed, the ideas and positions articulated enabled the Commission to gain an understanding of the issues which are of greatest concern to those with an interest in and concern for the education system. Although the Commission also undertook an extensive research program and many focus groups and interviews were conducted, information contained in the submissions often provided the starting point for framing approaches to particular issues. The range of issues raised and the sharply divided opinion on key points provided evidence of the complexity of the task of effecting educational reform, but it also demonstrated the commitment of people in this province to education and the high expectations they have of it. It is the hope of the Commission that the pervasive optimism that obstacles can be overcome will inspire legislators to proceed expeditiously and with confidence in addressing the crucial educational issues of our day. The Commission went to considerable lengths to obtain public participation, and the response it received demonstrates that these efforts were appropriate and necessary. The information, insight and perspectives contained in the submissions formed an indispensable component of the full body of knowledge and opinion which guided the recommendations of this report.

Part II:

Perspectives on Education

3

The Context for Change

Society is a reflection of its values, attitudes, expectations and behaviour. One element that has survived countless generations is the belief that education is a public good, that it helps preserve good government and political stability, and that it ensures a degree of social cohesion by virtue of being compulsory, universal and free. Part of the socializing responsibility of public education is to recreate the knowledge, skills, and customs which are indigenous to its society.

At another level, education is also inextricably linked with economic development. Structural changes in the economy are ultimately related to changes in life styles, to values and expectations attached to work and leisure, and to social structures such as the community and the family. Education is also tied directly to the labour force, being responsive to the needs of business and industry, and fostering economic self-reliance. As reported in the House Royal Commission on Employment and Unemployment (1986), an educated population can attract industry, foster the growth of research and development, improve competitiveness, productivity and innovation, become an economic good suitable for export, and can lead to the creation of employment.[1]

While these two perspectives of education are central to the public understanding of education, the diversity and complexity of education today demand a still broader vision. Part of the dilemma facing educators in determining and interpreting this new vision is the change which has been occurring within society itself. The pace of change throughout the world has been so rapid in recent years that few can predict its consequences or its future course. Looking outward, one sees political changes of unprecedented proportions, unusual political alliances, increasing global interdependencies, increasing awareness of environmental issues, and third world overpopulation. Looking inward, one sees changing family structures, shifting values, increasing cultural diversity, rising unemployment, and a rapidly restructuring provincial economy. In most respects, we are looking at history in "fast-forward".

Schools do not exist in a vacuum; children also, who are growing up in a milieu of constant change, are being buffeted by this environment. The education community is thus faced with a critical choice: it can drift along with the tide or steer a course through it. The first choice means trusting the future solely to the elements of chance. The second requires a determination to help shape what that future will be, even if it means initiating substantial change now.

The Commission is convinced that schools of the 1990s must be determined to meet the future fully prepared. We must have a vision that will meet the needs of an increasingly diverse ethnic mix; changing public morality; new and more-powerful special interest groups; rising levels of poverty, hunger, child abuse, and substance abuse; students with psychological and physiological problems; changing public expectations; and radically different family structures. Schools must be prepared to recognize and understand these changes, consider their implications, and respond accordingly. Before choosing what to change, however, the education system must first analyze the factors which influence it and gain an understanding of the uncertainty which is also the inevitable consequence of change so that it can adapt these changes in a manner congruent with its own vision.

Many of the trends facing our schools are already clear and others which are just beginning will be major factors by the year 2000. Some examples of the kinds of trends which are developing include

- a provincial fertility rate among the lowest of any region in the world,
- a population that is becoming top-heavy with middle-aged workers and tending toward earlier retirement,
- low-skill/low-paying jobs outpacing the growth of high-skill/high-paying jobs,
- rising minimum literacy and numeracy requirements even for lower-skill jobs,
- the growing necessity of computerization in many workplace settings, and
- technology assuming a pivotal role in the delivery of educational programs and services.

Assessing the context in which the education system exists also sets the stage for evaluating the system's internal strengths and weaknesses. This chapter examines the external forces acting on the education system (threats and opportunities) and the condition of education (its inner strengths and weaknesses) in this province.

The External Forces Which Influence Education

The purpose of this assessment is to explore and identify the conditions outside the school system which will provide it with both opportunities and challenges in the coming years and decades. The Commission identified five general forces which must be considered when planning for the future. They include

- population dynamics
- changing social patterns
- changing economic conditions
- changing technology
- legal and political constraints.

An analysis follows of some of the key and often conflicting trends which are likely to influence substantially how the education system will evolve over the next decade.

Population Dynamics

Important demographic trends are shaping the size, nature and composition of the education system. The most important of these trends are declining fertility, the aging of the population, changing family structures and continuing outward migration.

One of the most significant of these trends is the decline in fertility rate. The total fertility rate, a measure of the average number of children born per woman of child bearing age, declined from 4.58 in 1966 to 1.44 in 1990[2]. More significant is the fact that fertility rates are expected to continue to decline to levels unparalleled in our history - or elsewhere.[3] As a result of low fertility rates and increased life expectancy, the population is expected to age at rates far beyond any in recorded human history. The median age in this province rose from 18 years recorded in 1966, to 28 years in 1988. Stated another way, 50 percent of the provincial population was below the age of 18 years in 1966 while now only about 16 percent is below that age. If current trends continue, the median will surpass 30 years by the mid-1990s. The province is thus being transformed from a school-aged to a middle-aged society as the baby-boomers grow up (see Figure 3.1).

At the same time, the province has undergone a constant drain of its citizens to other provinces. Every year, more people leave the province to settle elsewhere than migrate to this province. Immigration has had little long-term effect in

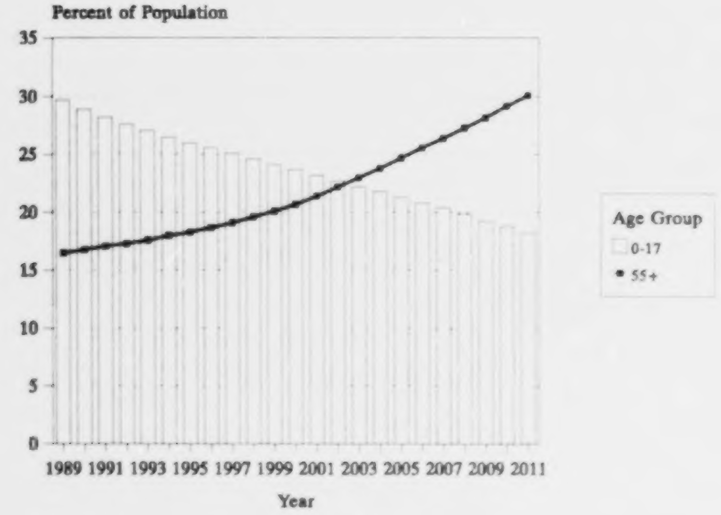


Figure 3.1: The Changing Age Structure.

reversing this trend since it is largely controlled through government policies and regulations and because less than half of one percent of all immigrants to Canada settle in this province.

The consequences of decreasing fertility and sustained emigration will continue to affect the education system for some time. The most obvious impact will be in the form of declining enrolments. For many schools this could mean fewer options, fewer resources, fewer course offerings, and fewer teachers. For some it will mean closure.

Changing Social Patterns

One of the more dynamic social changes to affect education in recent years has been the changing family structure. While the traditional husband-wife family in which the father works outside the home and the mother raises the children is still relatively common in this province, other less-traditional family structures are emerging. Familiar examples include both parents working, unemployed parents, single parents, childless couples, unmarried couples with children, unmarried couples without children, second marriages with children from unrelated backgrounds, and gay and lesbian parents. Evidence also shows that families – of whatever type – with school-age children are becoming less numerous. This is due in part to higher female participation in the labour force, the tendency to postpone marriage and the growing incidence of family breakup leaving lower-income or unemployed mothers with the custody of their children.

For some children today, circumstances in the home are often quite different from the nurturing and protective environment of the school. In many classrooms, children can be found who are ill-fed, ill-dressed, ill-nurtured, and socially and emotionally disadvantaged. In some cases children suffer from profound psychological problems for which professional care is necessary but not always available. The unsupervised and uncared for child is, in many respects, the product of a larger social phenomenon and it is not an exaggeration to say that this problem is increasing at an alarming rate.

The consequences of these trends are enormous. They will have major implications both for the level of political support for education and for the number and complexity of demands which will be placed on the education system. The front line of support for education which comes from parents with children in school - the political constituency of education - will inevitably decline. The smaller this constituency, the smaller the level and effectiveness of political support for education. In addition, if more children are living in less-than-adequate conditions, then the burden on the school system increases.

Changing Economic Conditions

As in other North American jurisdictions in recent years, this province's economy has been subjected to strong forces of change that have defined and redefined the nature and levels of education required by participants in the workforce. It is likely that the trend toward a more highly educated, skilled and flexible workforce will continue. The most recent past may, conservatively speaking, represent a good benchmark of the *pace* with which change could be expected in the near future. Because of the links to international market places, the province's goods-producing sector is under pressure to become increasingly competitive. The movement towards economic integration in North America, Western Europe and the Far East will ensure a continuation of this trend. With the emergence of widely integrated and competitive national economies, local and regional economies are becoming increasingly interdependent as well.

Industries such as mining, forestry and fishing can be viewed as mature industries in which higher levels of output are likely to materialize through the use of more capital, rather than labour, in the production process. Increased labour demands in the near future are expected to stem primarily from service-sector industries, a continuation of the trend witnessed in recent years.

Technology is increasing the skill level required in most jobs. In the report *Work Force 2000* (1987), the Hudson Institute reports that the jobs of tomorrow *will belong to those who can read, write and think.* This trend is also evident in the occupational data for this province, presented in Figure 3.2.[4] During the period 1983-1991, occupations which accounted for most of the employment gains were managerial and professional (41.4 percent), service-related (20.1 percent) and clerical (17.2 percent). Occupations covering sales, processing and construction positions recorded modest employment gains while the remainder were unchanged or experienced a slight decline. These trends towards service-based employment and highly skilled positions such as managers, professionals and other technical service-related occupations, are consistent and in keeping with trends in other parts of the western industrialized world.

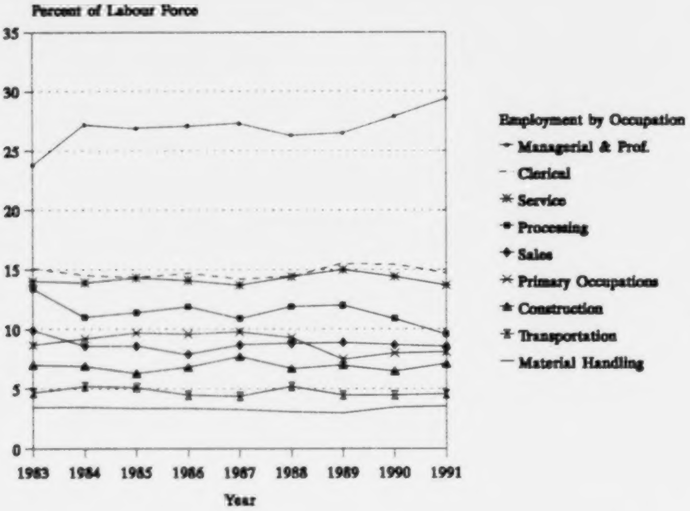


Figure 3.2: Employment by Occupation.

In the coming years the reliance on the service sector will be heightened by problems in the goods-producing industries, such as the current crisis resulting from groundfish quota reductions. In particular, these problems will affect those people who live in rural areas of the province and who are dependent on either harvesting, processing or the transportation of fish products. On the assumption that fish stocks will recover at some time in the future, the need to compete for international markets will require more technical and skilled people in the fishing industry. While unskilled and semi-skilled jobs will be created when more fish is landed, or raised through aquaculture, competitive pressures will likely lead to a tendency for the fishing industry to mechanize, reduce costs and develop other aspects of the fishery related to quality and product development.

The adoption and expansion of technology and the provision of services in areas such as data processing, tourism, cold ocean research and marine industries represent areas of the service sector which hold important growth opportunities. Although the province is located the furthest east from the major commercial centres of the country, the establishment and expansion of information-based industries become more attractive and more feasible with continued advancements in telecommunications and the removal of geographical impediments. Tourism has made impressive gains in recent years as marine transportation connections have been improved, tourist site attractions and activities have been developed and the expansion of hotels and other accommodations has continued.

In the future, offshore oil exploration and development programs hold increased employment prospects. The construction and manufacturing industries have received a boost from expenditures related to the Hibernia project, but viewed from an educational perspective, many of the employment opportunities which arise from such a project require highly skilled and technical people. Over the years, the labour market in the province has undergone substantial changes, including a significant increase in size and a shift in emphasis from the traditional goods-producing industries to non-traditional service-based industries. This change has evolved for a number of reasons, including global competition and the need or desire for new services by people and business. Some of these changing industries represent new export opportunities, others are tourism-related, and several are related to cold ocean research and increased utilization of existing marine-related infrastructures. However, if this province is to maximize the benefits which could come with these changes, it must have a highly skilled and adaptable workforce.

The implications of these changes for the education system have been, and will continue to be, profound. The mismatching of educational skills and levels with the needs of the employment markets is a major contributor to youth unemployment. More frequently, educated young people are having to seek work which is different from or beneath their aspirations and qualification levels, thus displacing those below them. As expectations remain unfulfilled, the general discontent with the economic and political systems - and therefore with the education system - will rise perilously. At the same time, despite declining enrolments and increasing government spending restraint, per-student costs have continued to rise, a consequence of the increasing age, qualifications, years of experience and, therefore, salaries of teachers.

Although the links between education and the economy are crucial and intimate, their concerns are not identical. On the one hand, economic performance is the product of a multitude of factors of which education is only one; on the other hand, education serves much more than economic objectives. However, it is true that both the economy and education are changing in ways that increase their interdependency.

Changing Technology

Knowledge produces technology and technology generates knowledge. Together they usually produce change. The introduction of new technologies into the workplace, the school and the home is becoming an increasingly important dimension of structural change. We have evolved from an industrial society, based on order, linearity, production, accumulation, regionalism, environmental indifference, and political intolerance, to an information society based on interdependence, nonlinearity, knowledge and understanding, globalization, environmental intolerance, and political sensitivity. Information is changing how we work, how we play, how we relate to one another and how we react to our environment. Our entire view of the world is changing at breakneck speed; yet, somehow, it does not seem to be fast enough.

One cannot escape the onslaught of technology; it recognizes neither language barriers nor geographic boundaries. Virtually no area of human activity is untouched by it. It requires new skills for workers, new relationships between workers and machines, and new partnerships between business and education. Because technology recognizes no geographical barriers, it is increasingly possible to operate businesses in virtually any location.

These changes are forcing organizations to re-structure, to become flatter and leaner, and to shift decision-making outward. Increasing competition, the speed of information exchange, and increasing technological sophistication are forcing workers at all levels to become problem solvers, to ask questions and to make their own informed decisions. Consequently businesses are demanding workers who are *active learners*. They no longer want those who learn skills and then set them aside, but those who have the ability to upgrade existing skills and learn new ones, thus broadening their sphere of influence. Indeed, those individuals with a commitment to life-long learning hold a competitive edge.

Apart from dramatic technological changes in the information and communication fields, there have been startling technological changes in other scientific fields which will profoundly change the needs of our education system. The exploration and manipulation of outer space are obvious examples. Other, not so obvious but equally profound examples include microbiology, pharmacology, and ocean engineering.

While, to some degree, we are familiar with the effects of new technologies on the workplace, we are surprisingly slow to acknowledge, and ill-equipped to understand, their impacts on the learner. Yet, we do know that their effects upon the education system will be both profound and irreversible. Given the changes, however, the education system must be circumspect in its policies as they relate to technology. Experience shows that after a new technology is introduced, frequently it is viewed as an indispensable means of achieving objectives of the organization. The result is that the organizational vision for technology is wrongly focused and is driven by the technology rather than served by it. Typically one asks, *"What can it do?"* or *"How can I use it?"* rather than the more fruitful questions like, *"What do we need?"* and *"Is there an appropriate technology to provide it?"*

Legal and Political Issues

Laws are a reflection of the morals and values of society. They are the rules and regulations that describe, reflect and interpret behaviour of individuals, groups, and society as a whole. The impact of legal issues on the educational environment is both significant and sensitive. Learners, teachers and administrators, as well as schools, school boards, and provincial educational institutions are not mere parts of an educational process but have separate individual rights and responsibilities. The nature of these obligations is constantly under review within the political system and through the courts. For example, Section 43 of the *Criminal Code of Canada* does provide a defence to a charge of assault but does not include the right to administer corporal punishment. As a result, many teachers now feel that their hands are tied with respect to the disciplining of students.

One of the more significant documents to affect education in recent years has been the Canadian Charter of Rights and Freedoms which has been shown in the courts to have the force of constitutional law.[5] Under the Charter issues such as the fundamental freedoms of peaceful assembly, association, conscience and religion, mobility rights, and equality rights profoundly influence students, parents, teachers and administrators and have an important impact on education rights in general. Issues such as academic freedom, students' rights, discipline and accessibility will continue to challenge educators and alter in a profound way the links between educational process and the law.

The Condition of Education

In the past, our education system has experienced both remarkable improvements and shattered expectations. There are many reasons for us to take pride in our system, yet there are also compelling reasons to change it. This would probably be true even if we had a nearly ideal system, because the system has to continue to prepare itself to meet the challenges of tomorrow and because excellence always demands something more and something better. The following sections provide an overview of our present education system's strengths and weaknesses.

Financial Commitment

The financial commitment to education in this province has been a determined but strenuous one. The extent of this commitment can only be understood in the context of the challenges faced by our education system compared to those in other provinces. Here, the student population is small, scattered and declining; the logistics involved in providing educational services are generally more complex; and the financial ability to address the broad range of educational needs is restricted. At the same time, the multiplicity and diversity of demands on schools elsewhere are also no less a problem in this province. Despite its limited financial resources, however, more than 16 percent of the province's total expenditure is on the elementary-secondary school system, a figure which is above the Canadian average (15.7 percent). Thus the *proportion* of wealth devoted to education in this province has remained high despite competing demands of other essential services. However, because of the province's weak financial position, *actual* per-pupil expenditures remain low compared to those in other parts of the country.

In addition, expenditures on elementary-secondary education have been shrinking relative to other areas of the province's economy. It has also been argued that, whatever the proportion, the resources provided to education are insufficient for the job it is expected to do. The introduction of resource-based learning, the need to provide access to new technologies, and under-equipped, school libraries are some of the reasons given for the need to increase significantly the level of funding provided to education.

Choice

The reorganization of the secondary school system in the early 1980s was intended to provide a broader range of courses and thus appeal to a broader range of interests of high school students. Currently, more than 120 courses are offered at the senior high school level in 16 different subject areas and others are added as new needs are identified. In addition, the curriculum has given classroom teachers far more flexibility to respond to the needs of their students. The provision of distance education services has opened doors in rural schools never before imagined.

Critics of the program have charged, however, that the decision to emphasize breadth rather than depth in the curriculum has done more harm than good. While an additional year was added to the senior high program and the old program expanded accordingly, the new program did not promote rigor at all levels, leading some to speculate that higher levels of participation are attained at the expense of achievement and that the extra options have been at the expense of the core academic subjects, such as language, mathematics and science.

While the education system has expanded at exceptional rates and provided greater opportunities and participation, not all individuals and groups have benefitted equally from this expansion. Indeed, it might be argued that increased choices, if they are not universally offered, increase disparities. Further, there is a significant number who need to acquire basic learning skills before they can avail themselves of new learning opportunities. Frequently, it is not even basic education skills that are required before new opportunities can be taken, but other types of basic help, such as medical assistance, meals, child care, transportation, and counselling which need attention. These kinds of factors affect especially the opportunities of native people, women, the disabled, rural residents, residents of Labrador and those with lower incomes. In general, inequalities in access to quality education have become more unacceptable as the level of education required for meaningful participation in society increases.

Integration of Special Needs

The education system is devoting increasing resources to integrating special-needs students into regular classrooms. This move reflects a growing awareness that, regardless of ability, a relevant place should be created for all children within the school. The Department of Education has established a policy that, wherever possible, children with special needs be integrated into regular classroom settings. In 1990-91, there were 1,022 special education teachers - including teachers for students with exceptionalities, itinerant teachers of the visually or hearing impaired, speech pathologists, and educational psychologists - out of a total workforce of 8,180 teachers. In addition, some school boards have employed an assistant superintendent to oversee special education services. While advocates for special-needs children themselves may differ with respect to the best methodologies to be employed, they all agree that few, if any, limits should be placed on the resources allocated.

Despite the positive nature of these practices, there are differences of opinion about their effectiveness in the classroom environment and the appropriateness of certain approaches. In addition, there are those who suggest that integrating some children places other children at a disadvantage, particularly if teachers are not provided with suitable resources and support.

Participation

Undoubtedly, one of the major achievements of the education system over the last twenty years has been the improvement in student retention.[6] However, while student retention has increased significantly, it tells only part of the story. Too many adolescents in our province (approximately 2,000 annually) still fail to finish high school. Too many students, and to a considerable extent their parents, see high school solely as a vehicle to improve career opportunities. When career opportunities are limited by a lack of school success, many become disenchanted and leave school. Students also leave school because they are pregnant, because they have behavioral problems, or because the courses available are not relevant to them personally. Most, though, drop out because they have not been able to succeed academically and because graduation is only a remote possibility.[7]

Achievement

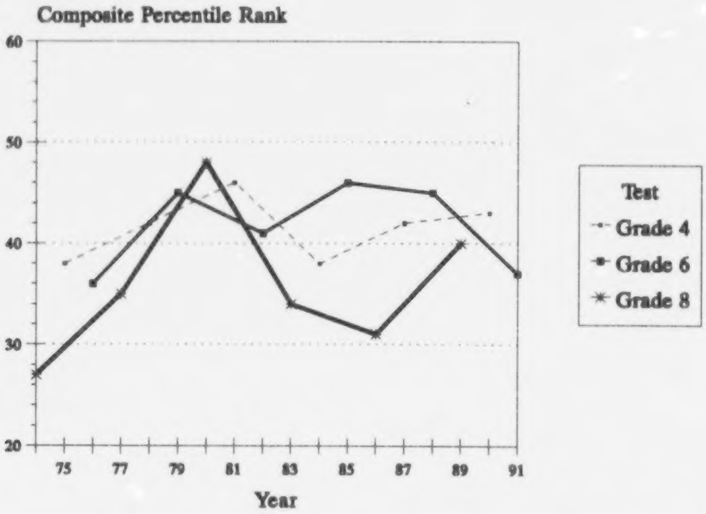


Figure 3.3: Canadian Test of Basic Skills Composite Scores, All Tests.

It has been argued that the most important challenge facing education today is to raise achievement significantly beyond current levels. Achievement test scores are an important indicator of student success and, in turn, a measure of the extent to which the school system is achieving its goals. This province compares the progress of students against a national sample of students using the Canadian Test of Basic Skills (CTBS) format - a nationally norm-referenced test. Results show that Newfoundland students, in all grades tested, consistently score well below the national median level (Figure 3.3). While there are specific incidents where the results are encouraging, on average, our schools typically score in the 35th to 45th percentile (the Canadian average score is the 50th percentile). This is clearly unacceptable.

As shown in Figure 3.4, the relationship between school (grade level) size and achievement is significant. Although confounded by the fact that most schools with large grade-level enrolments are located in urban areas, nonetheless, the results provide evidence of lower performance in small schools, at least in those

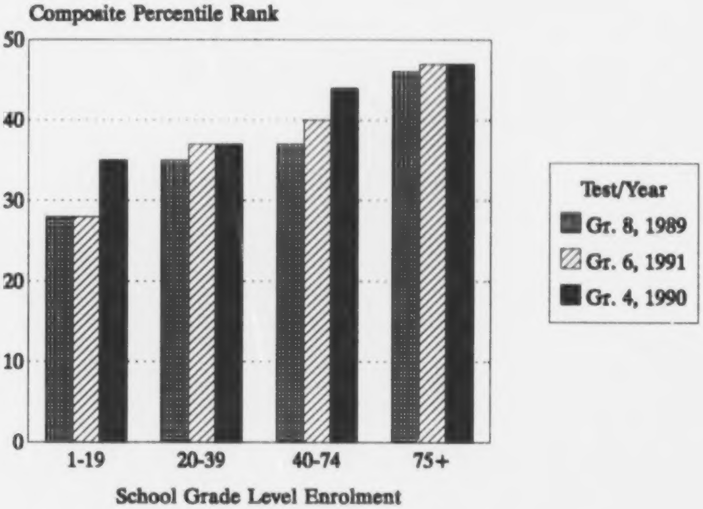


Figure 3.4: Performance by School Size (grade level enrolment), Various Tests.

skills measured by the CTBS. It is important to note, however, that school size in itself is not significantly related to achievement. Simply increasing school enrolments will not result in improvement to achievement; rather, it is the combination of many factors usually associated with school size which produces this effect.

The Task Force on Mathematics and Science (1989), commissioned to identify the reasons for Newfoundland's poor success in mathematics and science in the entry year of post-secondary education, drew a number of conclusions based on a comprehensive analysis of CTBS results. The report concluded, for example, that achievement in mathematics and science was not an artifact of particular measures as some had argued, but is a pervasive feature of the system. It was also determined that students from larger schools and schools in urban areas tended to achieve at higher levels than those from smaller rural schools but that the differences were quite small compared to the differences which existed at the school district level, even among boards of comparable size. The report concluded that, since the introduction of Grade 12, scores in first year university courses had not risen to any significant degree, but had, in fact, declined considerably in first year mathematics courses during the same period.

Expectations

One of the least-understood but critical factors affecting performance is the set of attitudes which undervalues the worth of education. These attitudes are pervasive among many young people, families, schools, and even whole communities. The Royal Commission on Employment and Unemployment linked this attitude to the state of the economy and emphasized its negative impact on rural communities. The Commission wrote:

> A vicious circle appears to be in existence in which unemployment remains very high because people are poorly educated, but people fail to see the value of education because jobs are so scarce. Poor standards of education in rural areas can only make this situation worse.[8]

Even more astonishing is the fact that similar attitudes are shared by educators. The Task Force on Mathematics and Science uncovered what it described as a *crisis of low expectations* in the province's school system. It discovered a pervasive attitude, held by teachers, principals and school district officials, that large numbers of students are not capable of coping with academic work in high school and that many students should opt for less-advanced, even non-academic, courses.

Graduation

High school graduation is a significant benchmark in understanding performance levels. It is the first formal credential conferred on the student, it is usually the first item mentioned on job applications, and it is required for entry into university and most college programs. The proportion of young people graduating from high school in this province has been and remains unacceptably low. For example, the proportion of high school graduates to the population aged 17-18 (1988) is much lower for Newfoundland (64.0 percent) than for all provinces combined (69.0 percent). Further, the proportion of 15-24 year olds (potential recent graduates), with less than high school graduation is substantially higher for this province (59.0 percent) than for Canada as a whole (36.8 percent). While the actual number of students graduating from high school in recent years has increased, primarily because of higher enrolments and improved participation, the graduation rates have changed little because of the scaling of the public examinations.

The importance of these indicators to both the young people concerned and to society as a whole is critical. Graduation from high school is a key factor in determining labour force activity and income. Statistics Canada reported that in January 1992, the labour force participation rate in Canada for those with at least a high school certificate was 75.4 percent (66.8 percent for Newfoundland), compared with 45.1 percent for those without a high school certificate (31.4 percent for Newfoundland).[9] In addition, it reported that the unemployment rate is lower for high school graduates and that the average employment income of full-time, full-year workers in this age range is much higher for graduates. Not only must the graduation rate increase but the program on which the graduation requirements are based must be substantial.

Transition

High schools are increasingly challenged to prepare students better for jobs and for higher education. Meeting the challenge has not always been easy. Few links have been made between high schools and business to provide students with work transition skills, though some recent initiatives in the area of co-operative education have endeavoured to correct this.

Links between high school and post-secondary education have been healthier, though, and have been growing in recent years. Collaborative efforts by technical and community colleges, the university and the school system have served to inform far more students of the post-secondary options available to them. As a result, young people in this province are participating in some form of post-secondary activity in ever increasing numbers. However, the rate at which they participate is still among the lowest in Canada. The problem, while significant at the university level, is critical at the technical college level. For example, in 1986-87 the full-time university enrolment as a proportion of the 18-24 age group was almost 1.6 percent lower for this province (13.6 percent) than for Canada (15.2 percent). Indeed, the Newfoundland figure may be somewhat inflated because of the tolerant admission policies of the province's university. On the other hand, in the same year, the full-time college enrolment as a proportion of the 18-24 age group was 33 percent lower for this province (6.3 percent) than for Canada as a whole (19.1 percent). Participation in post-secondary education is particularly problematic in rural regions of the province.

Literacy

UNESCO describes a literate person as "one who can, with understanding, read and write a simple statement on his/her everyday life". In its policy statement on adult literacy, the Department of Education describes a literate person as one who is capable of functioning effectively in the everyday environment (1990).

Using either definition, low adult literacy levels are pervasive in this province. Notwithstanding the fact that low literacy levels for this province are exaggerated somewhat by the age groups 45 years and older, levels for the younger age groups are also the highest in Canada. Data for 1986 (Table 3.1) show that 13.1 percent of those 15-24 years of age in this province are at an ability level far below what is required to function effectively.[10] Data presented in Table 3.2 show that, despite substantial improvement, the proportion of students in this province with less than a Grade 9 education is consistently above that for Canada as a whole.

Table 3.1: Number and Percentage of Population 15 Years and Over with Less than Grade Nine, by Age Group, Newfoundland, Census Years.

	1971		1976		1981		1986	
Age Group	No.	%	No.	%	No.	%	No.	%
15-24	28,585	27.4	23,055	20.1	19,415	17.1	14,370	13.1
25-44	42,590	38.2	37,910	28.3	32,370	20.8	30,210	17.5
45-64	49,495	62.4	49,255	58.7	43,835	50.9	36,710	41.4
65+	24,495	76.8	25,065	71.9	26,610	64.8	29,650	63.2
Total	**135,075**		**135,285**		**122,230**		**110,940**	

Note: Totals may not add due to random rounding.

Source: Statistics Canada, *Census of Canada*, Catalogue No. 13-579.

Table 3.2: Percent of Population 15 Years and Over with Less than Grade Nine, by Age Group, Newfoundland and Canada, Census Years.

	15-24 years		25 years and over	
Year	Canada	Nfld.	Canada	Nfld.
1951	41.6	57.5	54.9	72.6
1961	27.3	34.3	48.8	63.1
1971	12.4	27.4	39.4	52.4
1976	7.0	20.1	32.0	44.4
1981	5.5	17.1	25.7	36.4
1986	4.8	13.2	21.1	31.7

Source: Statistics Canada, *Census of Canada*, Catalogue No. 13-579.

Lower literacy levels are major sources of lost productivity and impediments to economic growth. Literacy is a prerequisite for modern-day economic development; without it, scientific, technological and other advances cannot be utilized, and without utilizing these advances the economy will not achieve self-sustained growth. Low literacy levels create a workforce which is less innovative, flexible, and adaptable, and more vulnerable to skill obsolescence. The integration of new ideas and concepts into the workplace becomes slow, cumbersome and costly.

In a knowledge-based society, cognitive abilities - such as critical and creative thinking, the capacity for independent learning, and the ability to synthesize and communicate information - will also increase the need for basic language and numeracy skills. New demands are coming at a time when the population is aging. Yet, the majority of people in the labour force, although relatively experienced, received their education before the advent of many changes and new technologies they are now encountering. While many will be able to adapt and develop new job skills, few in this province will have the opportunity without some form of government intervention.

Responsiveness

The ability of any large enterprise to respond in a timely and effective manner is encumbered by legislative, fiscal, and bureaucratic obstacles; the education system is no exception. It is marked by a large administrative structure with many layers between the Legislature and the classroom. Mandated change is no guarantee that change will occur. Further, the absence of accepted performance indicators and an effective accountability process has retarded efforts to identify problems and effect change. Establishing clear cause and effect relationships between educational inputs, processes and outputs is rendered difficult by the length of time which elapses before the full manifestation of educational efforts can be seen.

Personnel

At no previous time in our history has the teacher workforce been as well-trained or experienced as it is today. Thirty years ago, it would not have been unusual for a high school graduate to get a job as an elementary or secondary school teacher. Today, the minimum requirement for teaching is a degree in education from a recognized university. Currently, more than half of the province's teachers have two degrees and at least a grade six teaching certificate. The value of this experience should not be underestimated.

However, without the mobility associated with the teaching profession in the 1960s and 1970s, and with enrolments continuing to decline at unprecedented rates, the teacher workforce has been aging rapidly (the median age is currently more than 40 years). A projected drop in the number of students to below 100,000 means there will be, in all likelihood, a serious decline in the size of the teacher workforce. Consequently, the opportunity for new teachers with recent teacher education experiences to enter the system will be severely restrained. All of this means that today's teachers will have to be provided with opportunities to adapt to curriculum change, to acquire new teaching techniques, and to retain an interest in teaching. Low morale will likely be a critical problem in the coming years.

Perhaps the most serious consequence will be a lack of strong leadership which is critical if the province is to maintain a dynamic, spirited and prepared teacher workforce.

The Implications for Education

Today, the trend to recognize individual needs and the trend toward cultural pluralism have led to an education system embracing various forms of accommodation. These are manifested in several ways: second language programs, special education, curriculum reform, special resource allocations. In fact, the principle that the needs of individuals and interest groups should be met by the education system has become a public expectation even though the principle frequently results in tension between the forces of individual and social identity, and between cultural homogeneity and cultural heterogeneity. Some of the pressure for structural changes now being placed upon the education system come from those who are now disenfranchised by it. The challenge is to develop yardsticks by which to determine what educational programs and services should be provided, to whom, and in what form.

Coping with technological change and scientific innovation will require a sound set of basic skills which go beyond the necessary fundamentals of literacy and numeracy. They will require such new basics as critical and creative thinking, the capacity for independent learning, the ability to synthesize and communicate information, and innovative problem solving.

To a large degree, the education system in the coming years will be influenced by various global conditions over which we have little control. These conditions will provide both opportunities for, and threats to, our educational programs and services. In any case, they will force us to re-think our mission, to re-examine our goals, to clarify our roles and to develop new strategies. They will, in fact, force us to re-think everything, from how we organize our schools to how we teach our classes. To use an industrial metaphor, we will be forced to *re-tool* our schools to deal with new expectations for a new type of learner - one capable of responding to an ever-changing post-industrial, high-technology age. Much of the public criticism of education, which has emanated to a large degree from the business community, has centred on the need for a graduate who is not so much a storehouse of knowledge but a manipulator of knowledge, capable of responding to personal, social and business needs.

Most countries are now simultaneously more competitive and more interdependent but they are all dependent on human capital for their development.

The costs to individuals and economies which fail to invest in their human capital and that accept low educational attainment are high and rising. In a changing economic and technological environment, individuals *must* enter the labour force with at least a minimal level of competencies.

Notes

1. D. House, *Building on Our Strengths*, report of the Royal Commission on Employment and Unemployment, 1986, p. 209.

2. Statistics Canada, Demography Division and Newfoundland Statistics Agency.

3. H. Press, *Towards 2000: Elementary-Secondary Projections*, Department of Education, 1990.

4. Statistics Canada, *Labour Force Annual Averages*, 1991, Catalogue No. 71-220.

5. In writing the unanimous decision of the Supreme Court of Canada in the Southam Inc. case, the Hon. Mr. Justice Dickson said:

> The Constitution of Canada, which includes the *Canadian Charter of Rights and Freedoms*, is the supreme law of Canada. Any law inconsistent with the provisions of the Constitution is, to the extent of the inconsistency, of no force or effect. Section 52(1) of the *Constitution Act, 1982* so mandates.

6. Measured as a ratio of Grade 12 enrolment to Grade 9 enrolment three years earlier and by participation of 17-year-olds in school.

7. A. King, W. Warren, C. Michalsky, and M. Peart, *Improving Student Retention in Ontario Secondary Schools*, Ministry of Education, Ontario, 1988.

8. *Building on Our Strengths*, p. 214-215.

9. Statistics Canada, *The Labour Force*, 1992, Catalogue No. 71-001.

10. These students entered post-secondary programs and the labour force during the 1980s and attended school during the 1960s and 1970s.

Part III:

The Denominational School System

4

Origin and Development of the Denominational Education System

The present education system is the product of an evolution from separate, local, church-funded schools, through non-denominational charity and church society schools, to secular, state-supported schools, back to full denominational schools protected in Newfoundland's Terms of Union with Canada. This chapter is a brief account of that evolution to the present day, but it is not intended to be a comprehensive history of education as this has already been written elsewhere.[1] Instead, it is intended to provide a specific historical context for the Commission's findings and recommendations.

Evolution of Denominational Schools

As in other parts of Canada and the western world, Newfoundland's first schools were begun by churches or religious societies. Although these schools usually taught a basic curriculum of reading, writing and mathematics, they also taught specific church doctrines, and religious education was a primary goal.

The first recorded arrangement to provide educational instruction in Newfoundland was drawn up by the French at Placentia and St. Pierre in the summer of 1686, when the inhabitants agreed to support a Roman Catholic priest, whose duties included instructing the children for four months of the year. The first documented school was established in the mid-1720s by the Church of England clergyman, Rev. Henry Jones, who opened a school in Bonavista and hired a school mistress from England. Although largely financed by the fees of more affluent pupils, the school also accepted charity students and received books and money from the Society for the Propagation of the Gospel, a Church of

England missionary organization for establishing churches and schools in Britain's poorer colonies.

The Society for the Propagation of the Gospel, and other societies associated with the different denominations, played a significant role in establishing schools throughout the island. In 1744, the Society for the Propagation of the Gospel opened its own school in St. John's under the direction of the Rev. William Peasely, and by the early decades of the following century had established schools in all the major Newfoundland communities and some of the smaller ones. These schools were denominational in nature and fully supported by the Society, but seem to have been open to students of all denominations.

The Society for the Propagation of the Gospel was followed in its educational endeavours by the Methodists, when the Rev. Lawrence Coughlan began a school at Harbour Grace in the 1760s, and they had established another in Old Perlican by 1774. In 1804, the Society for Improving the Condition of the Poor, and in 1823, the Newfoundland School Society began to operate non-denominational schools. In 1827 another non-denominational group, the Benevolent Irish Society, opened a school in St. John's.

Though originally non-denominational, the Newfoundland School Society became increasingly associated with the Church of England, and the Benevolent Irish Society's school, whose students were mostly Roman Catholics, became associated with the Roman Catholic denomination. The arrival of the Presentation Sisters in 1833 and the Mercy Sisters in 1842 further solidified the notion of schools separated along denominational lines. The take-over of the Benevolent Irish Society school by an order of Franciscan brothers, and then by the Christian Brothers of Ireland in 1876, ended the last of the non-denominational society schools in St. John's.

A public system of education under local control might have worked if Newfoundland had been able to develop institutions of local government earlier in its history. Instead, the colonial experience (which continued in many respects until Confederation) had fostered both apathy for local government and suspicion of central forms of government. As a consequence, the church was the only organized social institution in most communities and the clergyman usually took on the task of founding and maintaining the local school. The clergy, too, were often the only persons in the community interested in education and were best able to secure the contributions of labour, materials and services which substituted for contributions of money or local taxes.

Shortly after the establishment of Representative Government in 1832, the new colonial government's concern for educating its growing population was manifested in its first *Education Act* (1836), which endeavoured to set up a secular school system. That Act provided for grants for schools which were intended to be non-denominational, and established a public school system administered by

67

nine local school boards. Although the senior clergy of each denomination were ex-officio members of the boards, the government's intention to foster a non-sectarian system was clearly expressed in an 1838 amendment which forbade clergy "to interfere in the proceedings or management" of schools, and prohibited religious instruction - even the use of textbooks "having a tendency to teach particular denominational beliefs". The *Education Act* of 1836 did recognize the existence of the denominational schools already established in St. John's and Harbour Grace, but made no move to ensure any control over them.

This *Education Act* actually did very little to alter the predominant form of education in the colony. The population was almost wholly Church of England, Roman Catholic or Methodist and it was assumed by these groups that education was a responsibility of the family and the church rather than of the state. When the state began to bear some responsibility, it did so by the method of grants-in-aid, as was done in Britain at the time, rather than by taking control of education. In effect, the Legislature accepted a moral obligation to share some of the cost but little overall authority. The local non-sectarian school boards were expected to carry the major responsibility for cost and all the responsibilities of management. Just six years after their founding, however, the public boards were dissolved and public education all but abandoned, the victim of continuing friction between Anglican and Roman Catholic board members.

Initially, there was no protest from the churches concerning the establishment of secular education in the colony. Ironically, the chief controversy on the boards concerned the reading of the Bible. At that time, Roman Catholics were forbidden by their church to read or listen to anyone reading from a Bible other than the official Roman Catholic Douay version. Protestants, on the other hand, were encouraged to read and discuss the King James Version. Complaints, and dissention ensued from both Protestants and Roman Catholics, but when the government passed its 1838 amendment to the *Education Act* banning, in effect, Bible readings from *any* version, there was immediate outrage from many of the Protestant board members.

In Conception Bay, the Church of England and Methodist missionaries resigned from the board to protest the banning of the Bible, as did two other prominent Protestant lay members of the board. In their letter of resignation these members voiced the opinion that separate schools for Protestants and Roman Catholics would have been a better solution than banning the Bible. The Rev. William Bullock of Trinity wrote that his board felt that a better solution would have been to excuse the Roman Catholic students from the exercise. But despite these protests and suggestions the government held firm, and no Bible reading was permitted in the schools, at least for the time being.

The protests continued, however, and in 1843, convinced that no compromise was possible, the government finally provided for the establishment of a separate

Roman Catholic board and another for the Church of England and Methodists, with the Education Grant to be distributed proportionally between the two. The schools were also divided along denominational lines.

The *Education Act* of 1843 thus marked the beginning of legislative provisions for the denominational system of education in Newfoundland. Having set up a dual system of Protestant and Roman Catholic schools, the government now offered to set up separate Protestant and Roman Catholic colleges in St. John's, but both the Church of England and the Roman Catholic bishops rejected the offer since they did not want the government to control their colleges. Instead, the Church of England bishop set up the Church of England Academy under his own authority. The government nevertheless established a non-sectarian Academy in St. John's, which survived until 1850, when two other denominational colleges - General Protestant and Roman Catholic - were established, and government support was also extended to the existing Church of England College.

Following the division of the Education Grant between the Church of England and the Roman Catholic Church, disagreement developed between the Church of England and the Methodists. Under the leadership of Bishop Feild, the Church of England pressed for a further division of their portion of the Education Grant, advocating the establishment of one system for Church of England schools and another for dissenting Protestants (or nonconformists), primarily the Methodists. While doctrinal and organizational differences also caused constant friction between these two groups, the Church of England wanted its own schools to strengthen conformity to the tenets of the Church of England.

However, not all members of the Church of England agreed with yet another division of the grant-in-aid. Many feared the further dilution of already scarce educational resources if they were subdivided among separate Protestant school systems. They argued that the existing dual education system was well suited to the scattered outport population, and all that the country could afford. Methodists opposed separation for the same practical reasons, but added a forceful criticism of sectarian schools which, they affirmed, fostered petty rivalries "whereas social harmony is essential to social progress and prosperity". This view formed the foundation for support of public, non-denominational schools, which became the official position of the Methodist Church and its successor, the United Church of Canada.

The Methodists, opposing a denominational system, would have withdrawn from the education field completely had government taken the responsibility for managing and financing the system. Though they favoured a non-denominational public system, they were also prepared to share control with other denominations, but the Act made no provision for the joint management of schools, and the other major denominations were in any case averse to such arrangements. Given these circumstances, the Methodists were not prepared to send their children to religious schools controlled and operated by other denominations. Management of their own schools thus became for the Methodists - as it did for others who preferred a non-denominational education system - both a moral and a legal necessity.

In the *Education Act* of 1874 the Church of England got its wish, and the Education Grant was finally divided according to population among the Church of England, Roman Catholic Church, the Congregational Church, the Free Church of Scotland, the Kirk of Scotland and the Methodist Church. Thus, with the passage of that Act, the system became fully denominational. Two years later, new legislation provided for the appointment of three denominational Superintendents of Education - Church of England, General Protestant and Roman Catholic. These superintendents were to assume responsibility for the general supervision and direction of all schools and the training of teachers in their denominations. In 1892, the Salvation Army was recognized in the Act, followed by the Seventh Day Adventists in 1912, and the Pentecostal Assemblies of Newfoundland in 1954. The *Education Act* of 1927, the last major education act before Confederation in 1949, endorsed the existing denominational education system as the recognized and approved state system for the country, and identified four areas of denominational or church control in education. They were

1. a right to denominationally-based school boards which could own and operate schools;
2. the right of these boards to appoint and dismiss teachers;
3. the right of these schools to receive public funds on a non-discriminatory basis; and
4. the right to establish denominational colleges.

These were the denominational educational rights that existed in Newfoundland legislation at the time of Confederation and were given protection by Term 17 of Newfoundland's Terms of Union with Canada.

Evolution of the Department of Education

In 1920 Newfoundland's first Department of Education was established and Dr. Arthur Barnes was appointed Minister. Under the leadership of Barnes - a strong supporter of the inter-denominational Newfoundland Teachers' Association - there was an increase in co-operation among the denominations. While a change of government in 1927 resulted in the abolition of the Department of Education and the establishment of a Bureau of Education which was more denominationally oriented, the co-operative advancements made under Dr. Barnes were retained.

When Newfoundland surrendered its government to a British-appointed Commission in 1934, Commission of Government placed the Bureau of Education under the authority of the Commissioner for Home Affairs and Education. It was the hope of the Commissioner to re-structure the denominational system, but apart from setting up non-denominational community schools on land settlements, they generally followed the guidelines laid down in the 1927 *Education Act*. However, the Commission of Government did restructure the Bureau of Education and appointed a non-denominational Secretary of Education as its head. The post of Denominational Superintendent was abolished, and denominational executive officers, who were regular civil servants, were appointed to represent the interests of the recognized denominations.

The Commission of Government also introduced compulsory schooling in the 1943 *School Attendance Act*, which applied to all school-age children in Newfoundland except that it allowed children who could not attend a school of their own denomination to refuse schooling offered by another denomination. On the other hand, though, no school could refuse admittance to children of another denomination who could not attend a school of their own denomination, nor could they give those children any religious education against the parents' wishes.

In 1949, the year of Newfoundland's confederation with Canada, the first provincial government restored the Department of Education and organized it along the lines of other government departments. The major churches were represented by Denominational Superintendents, who replaced the Denominational Executive Officers. The growth of Amalgamated schools (see following section) was recognized by the appointment of a Director for Amalgamated Schools.

At that time, the division which administered the denominational school services was the largest in the Department of Education. Within this division there were five sub-divisions headed by superintendents, one for each of the four major denominations (by this time the Anglican, Roman Catholic, Salvation Army and United Church) and one for the Amalgamated school services. Each of these sub-divisions was responsible for the administration of its own denominational school boards, schools and teachers. The five denominational sub-divisions were responsible, as well, for the selection and certification of teachers.

The *Department of Education Act* (1950), stipulated that the superintendents would have the following duties:

1. to act as the official channels of communication between the Council of Education and their respective denominations;
2. to administer the Department's business with respect to the boards of education, schools, boards of directors, colleges and teachers of their respective denominations;

3. to act as chairmen of the Boards of Examiners of their respective denominations;
4. to recommend to the Minister persons qualified to serve as members of the boards of education of their respective denominations and to keep a proper record of all such boards;
5. to administer such of the following services as may be assigned to each superintendent from time to time by the Minister: curriculum, supervision, teacher-training, public examinations, audio-visual education, correspondence tuition, attendance and statistics, physical fitness and the book bureau;
6. to perform such other duties and administer such other services as may from time to time be defined by the Minister.

In the discharge of these duties, the Denominational Superintendents, along with the Minister and Deputy Minister, functioned as members of the Council of Education. The Council, under the Act, was "the authority for all education policy dealing with school boards, schools and teachers". The Director of Amalgamated Schools attended meetings of the Council but was not officially a member of the body. The Presbyterian, Congregationalist and Seventh Day Adventist denominations, though recognized under the Act, were not represented on the Council. In 1954 the Pentecostal Assemblies were recognized as a denomination for educational purposes within the meaning and scope of the Education Act.

Over the ensuing decade and a half, considerable criticism was levelled at the Council of Education, largely because the superintendents represented denominational rather than personal or professional views at Council meetings. This also meant that each had to consult with his respective denominational committee on any substantive matter, some of which had representatives scattered throughout the province. Because of such duties superintendents were frequently away from the Department and unable to attend Council meetings. Further, because decisions had to be made by unanimous consent rather than majority vote, policies which had been agreed upon by four denominations could be vetoed by the other denomination, and unanimous consent was frequently difficult to achieve.

Not surprisingly, nearly all of the major submissions to the Warren Royal Commission on Education and Youth in the mid-1960s called for changes in the organization of the Department of Education. The Roman Catholic Church recommended that the structural weakness in the Department be eliminated. The United Church Educational Council expressed the willingness to join with other denominations in creating a larger and more fully-integrated school system. The Diocesan Synod Education Committee of the Anglican Church also contended that the administrative organization of the Department was no longer adequate and recommended a non-denominational reorganization of the Department of

Education. As well, other education agencies and many individuals recommended that the Department of Education be reorganized.

The Warren Commission, as a consequence, recommended that the Department of Education be organized along functional lines rather than according to denominational division, and that the role of the Churches be changed. In their new role, the Churches would be responsible for

- developing and administering Religious Education programmes,
- distributing any grants that might be administered on a denominational basis,
- assisting in the recruitment of teachers,
- making representations to the Department of Education concerning any educational matter in which they were interested, and
- working with and assisting denominational schools and school boards.

As well, the Commission proposed that each major denomination establish a denominational committee of its own, with full-time executive officers. The Commission, in making this proposal, was well aware of the on-going discussions between the Anglican and United Churches during the 1960s concerning a joint effort in education. The Salvation Army joined these discussions in March 1967, and by June the Integrating Committee had proposed guidelines for integration. In September 1967, the Committee wrote the Minister of Education expressing their intention of inviting both the Roman Catholic and Pentecostal denominations to join their discussions, but this did not result in any further integration beyond the original three participants.

The movement did, however, have an influence on the reorganization of the Department of Education along non-denominational lines. In place of the former denominational superintendents, Denominational Education Councils were established to carry out the mandate of the churches included under Term 17 of the Terms of Union. Thus, on July 1, 1969, the three Denominational Education Councils - Integrated (Anglican, Salvation Army and United Church), Roman Catholic and Pentecostal - were established as statutory bodies. In September 1969, the Presbyterian Church joined the Integrated Council followed by the Moravian Church in 1977. The Seventh Day Adventist Church also refused to join the Integrated Council and maintained their separate school board. These Councils have the following legislative mandate:

1. to make recommendations to the Lieutenant-Governor in Council concerning the establishment and alteration of school district boundaries under the *Schools Act*;

2. to make recommendations to the Minister of Education concerning the selection and appointment of members of school boards under the *Schools Act*;
3. to make recommendations to the Minister of Education concerning the dissolution of school boards;
4. to administer and allocate capital grants for school construction;
5. to make recommendations to the Minister of Education concerning the selection, training and initial certification of teachers (this was to be carried out primarily through each Council's Board of Examiners);
6. to approve constitutions of school boards and forward constitutions to the Minister of Education for approval;
7. to examine and study all proposed legislation, regulations and amendments to existing education legislation and to make recommendations to the Minister on proposed changes;
8. to advise the Lieutenant-Governor in Council on all educational policy which might affect the rights of denominations; and
9. to develop and administer religious education programs for the schools.

The governance and operation of the system are thus shared among a non-denominational Department of Education, the Denominational Educational Councils and the school boards. This system has remained largely unchanged since 1969.

Evolution of School Districts

One major area in which the denominations have taken significant steps towards co-operation is school district consolidation. At the time of integration in 1969, the existing 270 school boards were consolidated into 37 - 20 Integrated, 15 Roman Catholic, one Pentecostal and one Seventh Day Adventist.

Soon afterwards, the Integrated Education Council put in place a Committee to examine the feasibility of even larger administrative units. This resulted in some rearrangement of the boundaries of the Vinland, Strait of Belle Isle and Labrador East Integrated School Districts. In 1982 another committee representing the Integrated Council recommended that a fully inter-denominational district be established for central and southern Labrador and that the Vinland and Strait of Belle Isle Districts also be consolidated. These recommendations were not, however, acceptable to the other denominational groups nor to the school boards involved. Meanwhile, the Committee continued its work examining the districts of Burgeo and Ramea. Subsequently, the Committee reported that because of declining enrolments and changing communication patterns, the whole province – as opposed to certain districts – needed to be studied, and it recommended the appointment of a task force to undertake the assignment.

The Task Force on Integrated School District Boundaries was struck in 1986 and completed its work in 1987. In their final report, Roebothan and Warren[2] recommended

1. that the districts of Burgeo and Ramea be consolidated with Bay of Islands-St. George's District at the earliest possible date;
2. that the St. Barbe South and Deer Lake Districts be consolidated;
3. that the Cape Freels and Terra Nova Districts be consolidated;
4. that the Strait of Belle Isle and Vinland districts be consolidated.

In addition to these recommendations calling for specific boundary changes, the Task Force also recommended that the Integrated Education Council confer with the Catholic Education Council to adopt a co-operative arrangement for the Bay D'Espoir-Hermitage-Fortune Bay District whereby one board could administer all schools in the area, especially for instructional purposes. The committee made a similar suggestion for Labrador recommending that the Integrated Education Council consult with the Catholic Education Council to work out a co-operative arrangement whereby all the Integrated and Roman Catholic schools in Labrador East could be administered by one board and all the schools in Labrador West by another. The first four of these recommendations on school district consolidations were implemented. The recommendation concerning the Bay D'Espoir board was pursued but the proposal regarding Labrador was not acceptable to the Catholic Education Council.

The Catholic Education Council was also active in the area of its own school district boundaries during this period. In 1970, the number of Roman Catholic districts was reduced to 12 when three very small districts – Port au Port West, St. Mary's and Conche – became parts of three larger districts. In the late 1970s, the Catholic Education Council also established a Boundaries Committee to review the remaining boundaries and to make recommendations. That committee, however, did not perceive the need for any major boundary changes, though it did make eight recommendations, the most significant of which was that the Roman Catholic School Board for Labrador be divided into two districts – Labrador East and Labrador West. Just two of the eight recommendations were ultimately accepted – that the Humber-St. Barbe board exclude the Bay D'Espoir area and that it be included instead under the Gander-Bonavista board.

The next Catholic Education Council review followed the 1987 appointment of a three-member committee to study the boundaries of their school districts. The Committee's report, *Educational District Boundaries: A Framework for the*

Future, submitted in February 1988, contained 12 recommendations for immediate implementation and 23 long-range recommendations. The major recommendation was that school board district boundaries should be coterminous.

Since the receipt of that report, the Catholic Education Council has pursued the issue of school district realignment. The Bay St. George and Port au Port School districts have been consolidated as have the Placentia-St. Mary's, Conception Bay Centre and Conception Bay North boards. As a result of these changes there are now 16 Integrated and 9 Roman Catholic school districts, a reduction of eight boards during the last five years. In addition, there is one Pentecostal Assemblies Board and one Seventh Day Adventist Board.

Evolution of School-based Co-operative Efforts

The impetus for most of the co-operative efforts among denominations has come from the grass-roots of the education system, such as parents and teachers. Even the first co-operative effort in denominational education came not from the government or churches, but from the classroom teachers who, in 1890, formed the Newfoundland Teachers' Association quite specifically mandated as an inter-denominational organization whose purpose was to work for the good of all teachers and for the general good of education, regardless of denominational affiliations.

This was followed in 1893, by the establishment of the Council of Higher Education which, although made up of denominational representatives, worked as a single educational agency on behalf of all denominational schools. It arranged to have common external examinations prepared, determined which grades would write the examinations, where and when they would be written, who would mark the examinations, and who would be awarded certificates. This represented one of the first initiatives by the various denominations to address an educational issue as a group rather than separately.

In 1903 the Newfoundland government provided for the establishment of "amalgamated schools" should several churches in an isolated area wish to join forces in the interests of education. The legislation stipulated, however, that the amalgamation provision could not interfere with "the principle of denominational education which is by law established in this colony". That clause continued to resonate throughout subsequent legislation and in arguments that schools could exist *only* within the context of the denominational system.

Notwithstanding that it was intended for sparsely populated areas, the legislative provision for amalgamated schools led to the building of such schools in the new industrial towns of Grand Falls, Corner Brook and Buchans, where the companies were not willing to subsidize separate denominational schools. Over the years, there continued to be a steady increase in the number of amalgamated schools and by 1965 there were 41 amalgamated schools serving 11 percent of the school population. However, such schools in urban areas were neither sanctioned nor regulated by law until the statutory provision was amended by the Commission of Government in 1943. It is noteworthy, though, that the amalgamated schools resulted from co-operation among the various Protestant churches. While many Roman Catholic students did attend amalgamated schools, the Roman Catholic educational authorities never became officially a part of the amalgamated school system.

After the creation of the first Department of Education, Dr. Barnes, the minister, was also successful in establishing a non-denominational committee to set new standards for training and certifying teachers, and to advise the Department of Education on curriculum. In 1921, the Department succeeded in getting the churches to agree to the establishment of a "Normal School" which would bring together all prospective teachers in a common, non-denominational teacher training program. This was followed in 1925 by the establishment of a non-denominational University College which, in 1949, became Memorial University of Newfoundland.

In 1966, Roman Catholic Church administrators enunciated a dramatic departure from previous positions on inter-denominational co-operation. In their joint brief to the Royal Commission on Education and Youth, they stated:

> That in areas where there is a large school of one denomination, pupils of other denominations now attending small schools in the same areas attend the larger school with the understanding that their religious freedom be in no way encroached upon and, where possible, time for religious knowledge classes be provided for them; and that frequent inter-denominational meetings of representatives of already-existing denominational boards be held to discuss common needs and problems so that by cooperative effort and planning, common solutions may be found.[3]

This was a major step towards improving the educational opportunities of Roman Catholic students in many communities and a giant step towards future co-operative efforts. For the first time in the province's educational history, the Roman Catholic hierarchy had clearly and unequivocally placed the importance of obtaining a quality education above denominational considerations, as long as provision could be made for appropriate Religious Education instruction. This new approach to inter-denominational education on the part of the Roman Catholic Church led the way for the establishment of many joint service operations and other sharing arrangements.

The Emergence of Joint Schools

The 1960s and early 1970s were characterized by considerable growth in education. Enrolments were increasing, curriculum was diversifying, programs were extended, and the type and scope of services for children were expanding. By the mid-seventies, however, student populations were generally in decline and settlement patterns were changing. In rural communities, especially, where there was considerable emigration, many schools had to be closed. In St. John's, too, there was a significant shift to suburban centres, such as Mount Pearl, which recorded a substantial growth in enrolment. The result was a stronger push towards consolidation and denominational sharing, especially in the rural areas.

In the early sixties, a shared-service school had been built in Wabush, involving both Roman Catholic and Protestant school boards. This arrangement, however, was really a sharing of certain physical infrastructures rather than an integrated delivery of school programs in the classroom. While there were some common facilities, the school had both Roman Catholic and Protestant sections and each section had its own administration governed independently by a separate school board.

At the start of the following decade, though, necessity began to induce the creation of a new type of educational arrangement known as the joint service school. School boards in several areas on the Northern Peninsula decided to join forces in the operation of schools in 1971, and the Humber-St. Barbe Roman Catholic and the Strait of Belle Isle Integrated school boards established at Plum Point on the Northern Peninsula the first joint service high school in the province. In 1972, the Conception Bay North Roman Catholic School Board and the Avalon North Integrated School Board also put in place a joint service arrangement at Bay de Verde. There, the joint service arrangement involved primary, elementary and high school grades, with a joint primary-elementary school in one building and junior-senior high school facilities in another. In 1972, a joint service agreement was completed for Fogo Island between the Terra Nova Integrated and the Gander-Bonavista Roman Catholic school boards. A new high school was constructed in the centre of the Island for all Fogo high school students.

Since these first efforts, formal joint service agreements have been concluded for Pasadena, Glenwood, Fogo Island (elementary), Springdale, Badger, Cottrell's Cove-Fortune Harbour, McKay's-St. Fintan's, Gambo, Buchans and Deer Lake. Other joint school arrangements, at St. Paul's Inlet, Cow Head, Port Saunders, Sop's Arm, and Whitbourne, were made without formal agreements. As well, other co-operative school arrangements were developed by a number of boards. Under one arrangement, two boards which had previously operated schools in the same area concluded that it would be in the best interest of education if there were just one school system in each community. In the communities of King's Cove and Lamaline, St. Lawrence, St. George's, Stephenville Crossing, Port aux Basques, Codroy Valley, and Shearstown, schools were consolidated and operated under one or the other board.

In addition to these efforts, there were substantial rearrangements of schools within the existing denominational districts. For example, between 1969 and 1991 the Bonavista/Trinity/Placentia Integrated School Board closed 67 schools. Likewise, a number of other boards considerably reduced the number of schools they operated. As a result, today there are 525 schools located in 307 communities. In 257 of these communities (84 percent) there is just one school system - a significant change from 1965, when there were 1,266 schools in more than 800 communities.

Some of the advantages resulting from such joint school arrangements include

1. improved facilities and equipment,
2. additional specialist teachers for all students,
3. students able to do the religious education courses of their own faith,
4. a greater choice of courses for high school students,
5. high school teachers generally responsible for a small number of courses,
6. class sizes generally smaller,
7. multi-grading reduced,
8. additional funds for specialist facilities,
9. a larger number of program personnel to work with teachers,
10. more opportunities for professional development, and
11. increased co-operation between/among the communities involved.

While it is reasonable to conclude that each of the above has been achieved, to a certain degree, the extent to which it has been achieved varies from school to school. However, it can be assumed that the learning opportunities available to students in each case have been enhanced.

The Emergence of Other Co-operative Efforts

Beyond what might be termed "school co-operation", there evolved a variety of other types of co-operation, as well. There are now, for example, nine joint school bus systems and 20 of the province's 27 boards now co-operate in transporting students to school. Similarly, in the areas of program delivery and in-service education there has been a sharing of both personnel and facilities, though not as much as many boards would like to see, according to their comments to the Commission. There has also been considerable sharing of itinerant specialist personnel; ten boards now share educational psychologists, teachers for hearing-

and vision-impaired students, and speech pathologists. Several boards share the services of program co-ordinators. In addition to these services, a number of boards co-operate in administrative operations. Some share in the purchase of supplies, such as paper and fuel, while others have joint maintenance and cleaning contracts, or pool administrative services. The Computerized Energy Efficiency Program of the Nova Consolidated School Board, for example, includes the Pentecostal high school at Grand Falls-Windsor in its energy conservation program. Another area of co-operation has been in the provision of some high school courses. Arrangements where one school provides a course for another school have been recently put in place at Harbour Breton, and discussions are going on in Stephenville, Gander and Baie Verte.

Denominational Education Councils

Since their formation in 1969, there have been many instances of both formal and informal co-operation among the Councils to ensure continuing dialogue in areas of mutual interest and concern, and to assist in the efficient operation of the work. While each has a separate and distinct responsibility to its respective church, together they also have many common responsibilities and functions. In 1969 they came together to create a Joint Committee as an official forum where each Council, through its respective Executive, could discuss issues of mutual concern, areas of co-operation, and shared services and facilities. Through the Committee the Councils can work collectively to address and make representation on matters which otherwise would be handled separately, perhaps with less effect. The Joint Committee, for instance, has addressed common educational issues through joint submissions to Government, Royal Commissions and Task Forces.

The Joint Committee's basic terms of reference are (1) to facilitate sharing and co-operation among the Councils and between or among school boards; (2) to prepare or suggest frameworks for co-operation; and (3) to encourage and to assist school boards and (4) to review and assess regularly the effectiveness of co-operative agreements. In its work, the Committee has identified a number of communities where co-operative services may be explored at the school level, as well as a number of areas for co-operation at the district and provincial level.

Although they maintain their separate identities in areas where there are philosophical and theological differences, the three Councils share the same office building in St. John's and generally function as a single unit for administration and maintenance purposes.

Support for Continued Co-operation

Over the past several years, a number of studies have given support to co-operation among the denominational schools and school boards. In 1982, the

Denominational Education Councils issued a policy statement entitled *Development of Cooperative Educational Services* in which the overall thrust was one of support for joint service arrangements. The statement included the steps to be followed in the establishment of such arrangements. At the same time, the Councils approved another policy statement, *Provision of Appropriate Religious Education Programmes*, which focused on the appropriate religious education programs to offer students who attend schools not of their own denominations.

The Small Schools Study Project (1987) also concluded that joint service schools were operating in a manner which was quite satisfactory to the boards, parents, teachers, and students involved. As well, the report *Building on Our Strengths: Report of the Royal Commission on Employment and Unemployment* (1986) referred to the "superior services" in these schools compared to the level of service which would have been possible without co-operation. Austin Harte's thesis, *The Joint Service School: A Study in Inter-denominational Cooperation in the Educational System of Newfoundland and Labrador* (1989), an extensive analysis of four joint service arrangements, was also most commendatory of these schools and reported widespread support for them. He concluded generally that "joint service arrangements provide a reasonable and acceptable approach to improving educational facilities and services in sparsely populated areas of Newfoundland and Labrador".[4] The *Mediator's Report on Schooling in St. Fintan's - McKay's* (1990) concluded that the St. Fintan's - McKay's area, too, would "benefit spiritually, educationally, and socially" from a joint school.[5]

The Small Schools Study Project contained specific recommendations for furthering co-operative school endeavours by calling upon all agencies to encourage joint school arrangements.[6] The 1988 report on school district boundaries prepared for the Catholic Education Council stated that in every district there was considerable interest in inter-denominational co-operation and that "evidence was provided regarding the workability of this approach".[7] The report concluded that inter-denominational co-operation "is necessary to promulgate the long-term interests of denominational education as well as the educational interest of students in rural areas of the province". In addition, the report of the Task Force on Educational Finance, made a specific recommendation to the Denominational Education Councils aimed at promoting co-operative educational endeavours.[8]

Finally, in April 1989, the Councils established a joint committee with a view to developing a model of systematic co-operation among school boards of the province. As a result, in 1990, each Council adopted a new policy statement which gives further support to co-operative educational endeavours. The policy includes (1) the principles governing co-operation, (2) potential areas of co-operation and (3) the role of the Councils in facilitating such co-operation. In addition, the policy outlines the role of school boards in furthering co-operative schooling.

Summary

This overview has attempted to sketch some of the major developments in the history of education in our province as they relate to the subject of this Report. Schools originated from the churches, the church-state partnership was established, and the denominational system of education became entrenched in our constitution.

Over the ensuing years, several major concerns about the denominational system have been addressed. The Department of Education, originally organized along denominational lines, was reorganized along functional lines and Denominational Education Councils were established. Ecumenical educational initiatives on the part of the major Protestant denominations, as well as internal efforts on the part of the Roman Catholic Church and the Pentecostal Assemblies have resulted in larger, more feasible school districts. This resulted in many small schools being phased out after 1969, and, at the same time, a new spirit and attitude of co-operation among the three Councils.

As a result of this ecumenical spirit, various forms of co-operative and joint service school arrangements also started to emerge. These developments gradually gained momentum as the school boards and Councils encouraged them. The result was that the present school system, while still within a denominational context, is far different from that which was created many decades ago.

Notes

1. See, for example, F. W. Rowe *The History of Education in Newfoundland* (Toronto: Ryerson, 1952) and *A History of Newfoundland and Labrador* (Toronto: McGraw-Hill Ryerson, 1980). Much of the historical information in this chapter draws upon these sources and B. J. Dunn, "Catholic Schools in Newfoundland: an Investigation into their Nature According to the *Code of Canon Law*", unpublished doctoral dissertation, Saint Paul University, Ottawa, 1991.

2. C. Roebothan and P. Warren, *School District Boundaries Revisited: Report of the Task Force on School Boundaries*, St. John's, 1987.

3. A supplementary brief presented by The Roman Catholic Hierarchy of Newfoundland and Labrador to the Royal Commission on Education (1968), p. 15-16.

4. A. Harte, *The Joint Service School: A Study in Interdenominational Cooperation in the Educational System of Newfoundland and Labrador*, unpublished doctoral dissertation, University of Toronto, 1989, p. 280.

5. F. Riggs, *Mediator's Report on Schooling in St. Fintan's - McKay's*, 1990.

6. F. Riggs, *Report of the Small Schools Study Project*, 1987.

7. D. Treslan, R. Warren and K. Tracey, *Educational District Boundaries: A Framework for the Future*, 1988.

8. C. Roebothan, P. Warren and W. Dixon, *Financing Greater Equality and Excellence in the Newfoundland School System*, 1989.

5

Attitudes toward Denominational Education

As part of its broad mandate, the Commission has had to consider several implications of the denominational structure of the education system in this province. In part, these involve questions about duplication of services and structures, and costs arising from them, as specified in the Commission's Terms of Reference. But the denominational system is far more than a detached, administrative structure which can be assessed only on the grounds of economic efficiency. For many Newfoundland citizens - both supporters and detractors - it incorporates or symbolizes important values. For supporters of the system, these include devotion to church and religion, a commitment to morality in raising their children, and a patriotic pride in institutions which have evolved uniquely on Newfoundland's rocky soil. Detractors have charged that the system engenders religious discrimination and segregation, and attenuates individual human and civil rights otherwise guaranteed by provincial and national codes. The Commission thus deemed it vital that its deliberations on this subject be conducted with the fullest possible knowledge of the views of the citizens and parents as a whole. Many views and opinions about the denominational system were expressed in the numerous written and oral presentations submitted to the Commission by organizations, interest groups and individuals, but the need for a more representative and reliable view of public opinion required a broader inquiry.

A recent survey report prepared for the Task Forces on Mathematics and Science Education and on Educational Finance in this province stated:

> In Canada, education is a provincial responsibility. In the most fundamental way, therefore, the education system belongs to the citizens of each province. Citizens have both the right and the responsibility to participate in decision-making related to educational matters. While it is true that professional educators must apply their expertise in helping shape educational policy, it is elected representatives of the public who are ultimately responsible for policy decisions. Both provincial

> legislators and school board members are elected by the public to serve their educational interests. It is therefore important for such representatives to have a clear sense of the public will as they deliberate on educational policy issues.
>
> This is where public opinion surveys can serve as an important tool in educational decision-making. Properly conducted, such surveys are the most systematic way of obtaining a reading of the views of citizens at large. Surveys can serve as an alternative to the representations of special interest groups, letters to politicians and public servants, editorials, radio open line programs, and the variety of other means by which it can be said, within a known margin of error, that the views of the entire population, rather than those of special interest groups, have been represented.[1]

Therefore, in order to obtain a broad, unbiased picture of current public attitudes on issues relating to denominational education, the Royal Commission engaged in a scientifically designed survey. The Commission's research staff, an independent research consultant and a professional polling firm were responsible for the research design and the construction of the survey instrument.[2] The polling firm conducted the interviews and two independent analyses of the results were completed, one by the Commission staff and the other by the consultant. The Commission's report contained a preliminary analysis of the questionnaire items. The consultant's report contained technical details of the survey's design and methodology in addition to the findings.

Survey Methodology

Every effort was made to secure and safeguard the highest methodological standards of public opinion research. The survey was based on a random sample of 1,001 individuals equally distributed throughout the province according to population base. Such a sample can be expected to represent percentages accurately to within plus or minus 3.3 percent of true population values, 19 times out of 20.[3] Comparison of the sample characteristics with population profiles obtained from Statistics Canada census information shows a very close match. No difficulties arose during administration of the questionnaire which would indicate grounds for unusual concern that respondents misunderstood or rejected questions or the survey itself. By all scientific and professional criteria, therefore, this survey is a reliable gauge of public opinion (subject, of course, to interpretation of the "meaning" of the questions and responses.)

The persons in the sample were contacted and interviewed by telephone within a two-week span during September 1991. The questionnaire used in the study was designed to include some of the items used in previous surveys to permit comparisons and trend analysis, but this survey went beyond any previous questionnaire in the comprehensive range of questions dealing with specific dimensions of denominational education.[4]

Throughout this chapter, percentages are rounded to whole numbers, and were calculated excluding "don't know", "no opinion", and "refused" responses. The responses in these categories were few, usually in the range of 2 percent to 8 percent. Their exclusion still permits consistent comparisons among those expressing an opinion; this is conventional in public opinion analysis except where the "don't know" category itself becomes so large as to take on substantive importance, specifically if it is greater than 10 percent. In addition, the summary text, tables and charts do not make a distinction between "strongly agree/disagree" and "agree/disagree" responses.

Public Interest and Involvement in Schools

Public Interest

The Commission considered the degree to which parents and citizens at large are involved with the education system to be an important aspect of public opinion about education. Several questions were asked to assess this, some repeated from a 1986 CBC survey to permit comparison. The results showed that 47 percent of all respondents are parents of children now in school, and another 9 percent have children of pre-school age. To the question, "How interested are you in education?" 79 percent responded "very interested", a substantial increase from the 60 percent figure in 1986. To measure the extent to which general interest is translated into direct involvement, respondents were asked if they had attended a school-related meeting during the past year, other than a parent-teacher interview. Seventeen percent responded that they had done so, including about 7 percent who had been to a Parent-Teachers' Association or Home and School Association meeting.

Figure 5.1 shows that both the expressed level of interest and the likelihood of attending a school meeting is, as expected, related to parental status. Among parents with children now in school, 89 percent claimed to be "very interested" and 29 percent to have attended a meeting in the past year. Pre-school parents were somewhat less interested, but 10 percent had attended a meeting.

Table 5.1: Personal Interest in Schools and Education.

	1991	1986
Children in Schools		
Children now in school	47%	49%
Pre-school children only	9%	6%
Neither	44%	43%
Interest in Education[1]		
Very interested	79%	60%
Somewhat interested	16%	33%
Not very interested	5%	7%
Attended School Meeting in Past Year[2]		
Yes	17%	25%
No	83%	75%

Notes: [1] *In general, how interested would you say you are in education? Would you say you are interested, somewhat interested, or not very interested?* [2] *During the past year, other than a parent-teacher interview, have you attended any meeting concerned with schools, such as the Home and School Association or School Board? (The 1986 question did not include the restriction "other than a parent-teacher interview".)*

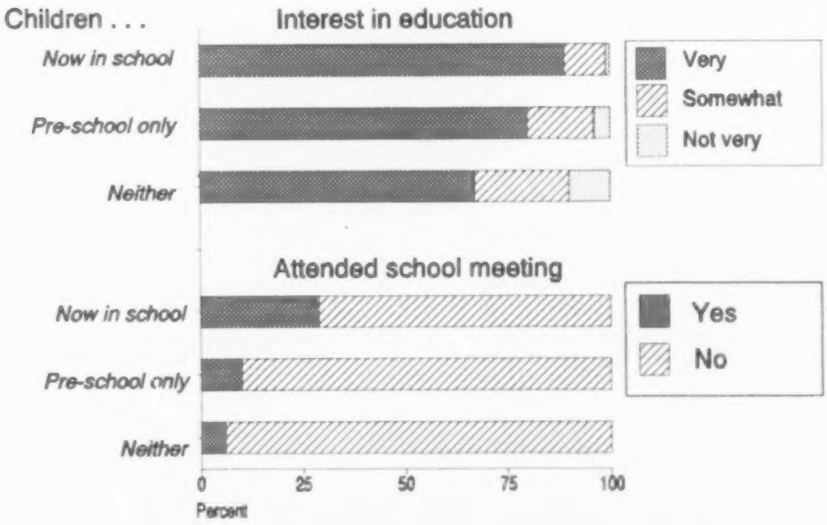


Figure 5.1: Interest and Meeting Attendance by Parental Status.

Parental Involvement

Beyond present levels of general interest and involvement, interviewers asked the respondents whether they felt parents should have more influence in decisions affecting the operation of schools. The pattern of responses to these questions is shown in Figure 5.2. In general, from one-third to half of all respondents call for "more say" by parents, but these figures differ significantly according to the type of decision. The area attracting the highest level of interest was the curriculum ("what subjects are offered"), followed by "budget decisions" and school planning, such as opening and closing schools. Respondents were least concerned that parents should be involved in personnel decisions, specifically the appointment of teachers and principals. These responses varied somewhat according to parental status, with pre-school parents most interested in having "more say", and persons without children of school-age or pre-school-age least concerned.

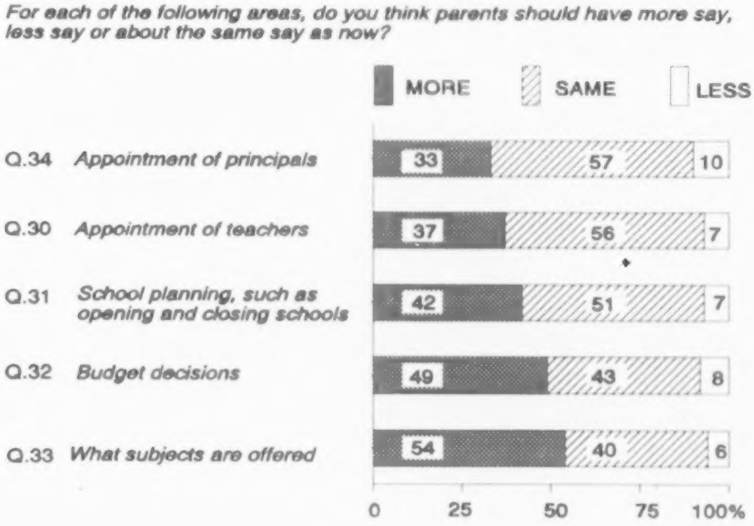

For each of the following areas, do you think parents should have more say, less say or about the same say as now?

Figure 5.2: Parental Involvement in Education Decisions.

The survey respondents were also asked if they would be willing to serve as members of a school board. As can be seen in Table 5.2, 44 percent said "yes". These included 48 percent of current parents and 61 percent of pre-school parents. Although there is no absolute standard by which to judge these figures there would appear to be some potential for expanding opportunities for public participation in the governance and consultative structures of education at both district and school levels.

Table 5.2: Willingness to Serve.

Would you be willing to serve if nominated for election to school board or a local school council? (Q.37)

	Total	Children in School	Pre-school	Neither
Yes	44%	48%	61%	37%
No	55%	52%	39%	63%

Grading General School Performance

At the beginning of each interview, respondents were asked to evaluate schools in their community by giving them a grade. This "report card" is shown in Table 5.3. By this measure, schools are well-regarded: 82 percent of respondents rate schools either "A" or "B", an increase from 74 percent in 1986. Using an identical measure, the Gallup Poll in 1986 found that schools scored lower with the Canadian public as a whole, with 61 percent "A" or "B". The generous marks were highest among respondents with children now in school, 87 percent "A" or "B". Parents of pre-school children rated schools lowest, with only 18 percent awarding an "A", and 53 percent "B". On the face of it, this would appear to be a good report card. However, this may be consistent with a pattern taken up later in this chapter, a tendency among the respondents to react positively to *general* references to our schools and education system, but to call into question more specific components.

Table 5.3: "Report Card" on Local Schools.

Students are often given the grades A,B,C,D or Fail to show the quality of their work. If the schools in your community were graded in the same way, what grade would you give them - A, B, C, D, or Fail?

GRADE	1991	1986	Canada 1986[1]
A	35%	20%	19%
B	47%	54%	42%
C	14%	19%	28%
D	2%	4%	6%
Fail	2%	3%	5%

[1] Gallup poll

Attitudes toward the Denominational System as a Whole

Preference for Changing System

The Newfoundland denominational education system combines several distinct features in a unique form which evolved over more than one hundred years. Although it encompasses all schooling in the province below the post-secondary level, it is manifested differently within the major denominational sectors, and in different localities. It involves objective elements of curriculum and structure, the details of which may be little known to most citizens, but it also has strong symbolic and emotive ties to church and country for many. It is thus an unwieldy "object" about which to measure public attitudes. As a starting point in this exercise, the survey respondents were asked a general question which was nearly identical in wording with questions which had been asked in several previous province-wide studies. The wording and responses were as follows:

As you know, Newfoundland has an education system organized along denominational lines. The following questions mainly concern your views about this system.

Question 6 [Rotate alternate wording]

A. *Some people feel that Newfoundland should switch from its present denominational school system to one that is non-denominational. Others feel that Newfoundland should keep the denominational system. Which system do you prefer?*

B. *Some people feel that Newfoundland should keep the present denominational school system. Others feel that Newfoundland should switch from the present system to one that is non-denominational. Which system do you prefer?*

Response	A	B	Total
Keep denominational	42.5%	36.8%	39.6%
Switch to non-denominational	57.5%	63.2%	60.4%
(N=100%)	(457)	(457)	(914)
No opinion: 8.7% of all respondents			

Later in this chapter several more-specific dimensions of denominational education will be examined in an effort to assess more fully the implications of this "global" question.[5] The wording in the question was chosen in part to match questions used in several pervious surveys. In March 1991, C.B.C. News reported results from a nearly identical question included in the February 1991 Regional Omnibus Survey by Corporate Research Associates. A random sample of about 400 persons throughout Newfoundland were interviewed by telephone, using the same A/B alternatives quoted above, except that the word "maintain" was used instead of "keep". The results of that survey were as follows:

[Rotate Question]

A. *Some people feel that Newfoundland should switch from the present denominational school system to one that is non-denominational. Others feel that the present denominational system should be maintained.*

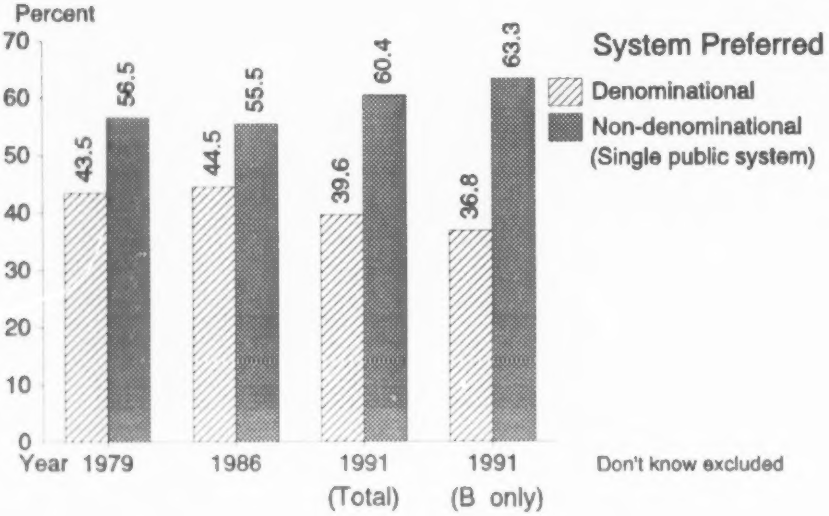
B. *Some people feel that Newfoundland should maintain its present denominational school system. Others feel that Newfoundland should switch from the present system to one that is non-denominational.*

Which system do you prefer?

Denominational	25%
Non-denominational	67%
Don't Know/No Opinion	8%

In several previous surveys designed by the Commission's research consultant, a question was used which adopted the same basic format of offering respondents the alternative of "keep" or "change", specifically "As you know, Newfoundland has a denominational education system, in which schools are organized by religious denomination and come under church control. In your opinion, should Newfoundland *keep* its present denominational system *or change* to one public system without church control?" Figure 5.3 shows the results of the 1979 and 1986 province-wide surveys using this format and compares them with the Commission's survey.

The 1979 survey was conducted by the Memorial University Political Science department, with a mail-back sample of 1,580. The 1986 survey was designed and directed by the Commission's consultant on behalf of the C.B.C., and involved telephone interviews with a random sample of 418 persons. Overall, this figure indicates that public opinion on the basic choice of education systems has been divided in favour of changing to a non-denominational system by a 10 percent to 20 percent margin throughout the past decade. The 1979 and 1986 surveys both showed a spread of about 10 percent between the two alternatives, excluding "don't know" responses (15 percent in 1979 and 8 percent in 1986). This increased to a 20 percent difference in the Commission's survey. However, because the two previous studies used a single form of wording which placed the



Don't know excluded

Figure 5.3: Attitudes Toward Denominational Education.

"change" alternative second, the 1991 "B" wording may be more comparable, indicating a slightly greater shift from the previous survey. To summarize, about 56 percent of the public favoured "changing to a single public system" in 1979 and 1986. In 1991, this increased to 60 percent, but the magnitude of change may be greater if minor differences in question wording are taken into account.

A province-wide survey conducted in 1988 for the Task Force on Mathematics and Science Education and the Task Force on Education Finance included a similar question, but with significantly different wording:

As you know, Newfoundland has a system of denominational school boards and denominational schools. In your opinion, should Newfoundland keep this system or change to some other system?

Keep denominational system	57%
Change to some other system	43%
No opinion	2%

Although this question offers the option of "a change" to the respondent, it is to some unspecified "other system". The earlier surveys reported in Figure 5.3 offered the alternative of "a single public system without church control", while the 1991 Commission survey offered a "non-denominational system". These more descriptive terms constitute a more balanced option to the present Newfoundland denominational system.[6]

Interest and Involvement and System Preference

Referring to the choice between denominational and non-denominational education in Question 6, respondents were asked "How important is this issue to you?" Overall, 40 percent responded that it was "very important", 42 percent "somewhat", and 18 percent "not very important". Figure 5.4 shows how respondents in these three categories differed in their response to Question 6. The pattern is clear: those who considered the issue most important were more likely to favour retaining the denominational system. However, the differences are not great, and more than half of all preferred non-denominational education. Figure 5.5 relates Question 6 to general interest in education. The pattern reverses from Figure 5.4, in that respondents who said they were "very interested" were *most* likely to favour change to non-denominational schooling. Again, these differences were not great.

Another indicator of potential involvement and concern is whether or not the respondent has children now in school, or younger children who will attend school in the near future. As illustrated in Figure 5.6, this factor does not bear a strong relationship to the general issue of system preference, although parents of current school children were slightly more likely to favour retention of the denominational system. However, in Figure 5.7 it can be seen that the way respondents assessed the schools in their community has a marked correlation with their views of the denominational system. In general, those who gave the schools "high marks" were most likely to support the present denominational system, while low grades brought a much higher percentage in favour of changing to non-denominational schools.

In summary, various forms of concern or involvement with schools and education issues have little bearing on the question of keeping or changing the system, but expressed satisfaction and dissatisfaction with school performance are associated with marked differences on the denominational question.

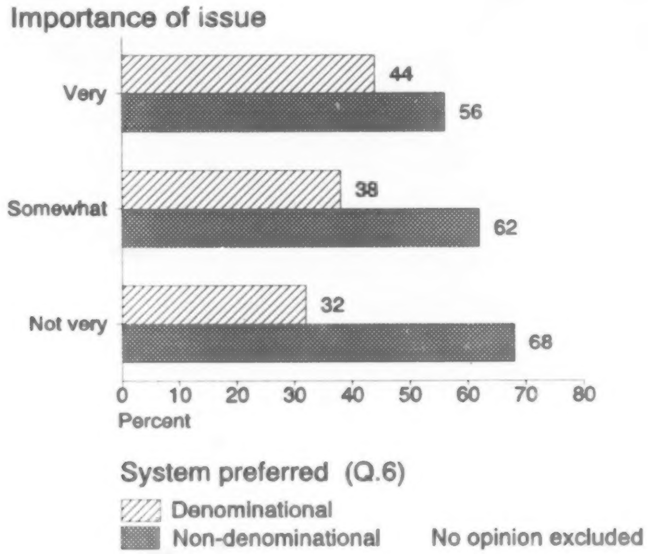


Figure 5.4: System Preferred by Importance of Issue.

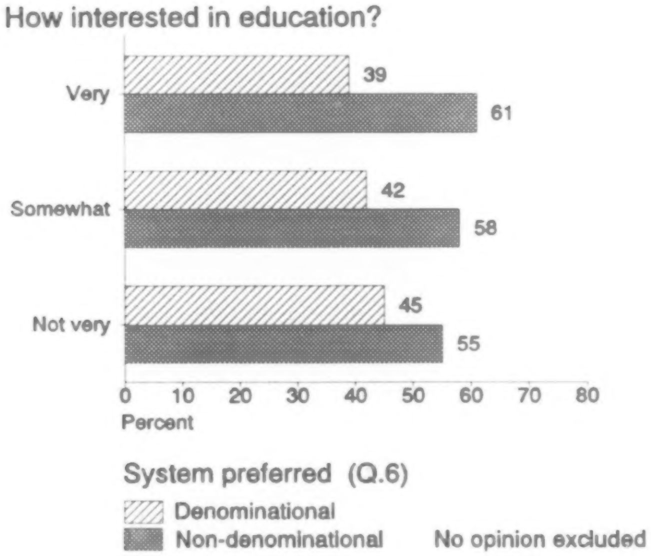


Figure 5.5: System Preferred by General Interest in Education.

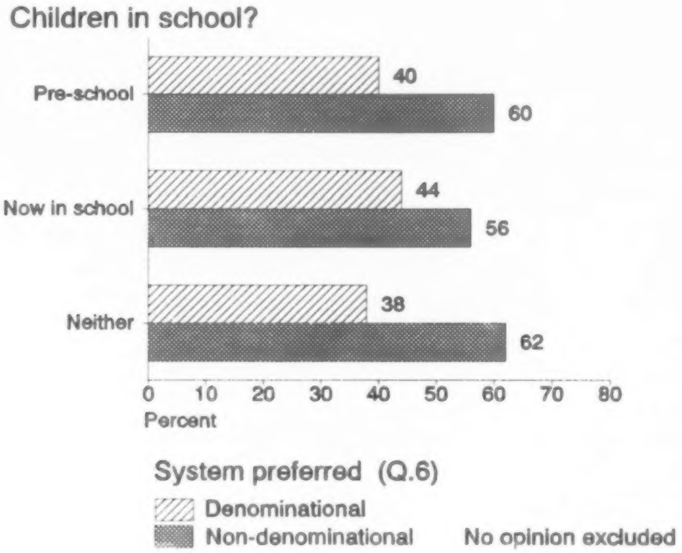


Figure 5.6: System Preferred by Children in School.

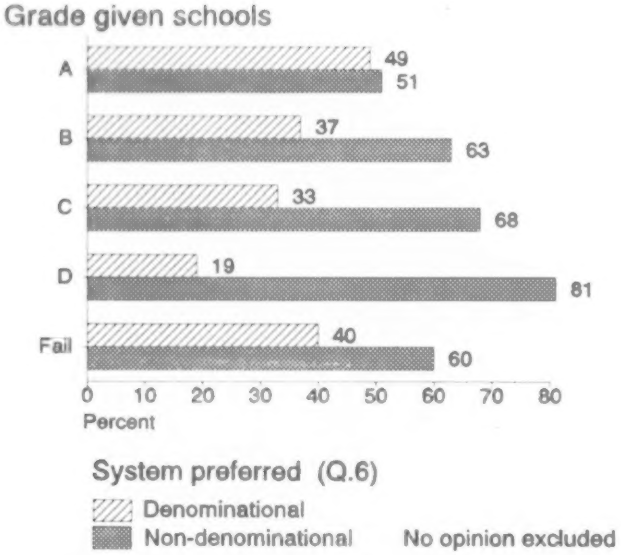


Figure 5.7: System Preferred by Evaluation of Local Schools.

Religious Denominations and System Preference

The denominational structure is founded on the premise that there is an important link between the educational and religious missions in society. Yet, despite the fact that all of the larger denominations have long been participants in the system, the different denominations have officially viewed the system from different perspectives. In the nineteenth century, the Roman Catholics and Methodists initially tended to resist the sectarian division of public schools. In this century, the United Church continued officially to favour a single public system, although of necessity it participated in the legally ordained division of schools into the hands of the principal denominations. In 1968 the Protestant denominations, except for the Pentecostal Assemblies, came together to form an Integrated School System. Meanwhile, Roman Catholic and Pentecostal leaders have been adamant in asserting the value of the system as a means of preserving the distinctive elements of their respective philosophies of Christian education. It is therefore highly significant to ask whether the attitudes of members of the different denominations correspond with the official positions of their churches on the denominational education system.

Table 5.4 shows that each of the major denominational groups within the total population is very closely matched by the survey sample.

Table 5.4: Religious Denominations in Newfoundland.

Denomination	*1981 Census*	*Survey Sample*
Roman Catholic	36.2%	35.3%
Anglican	27.2%	27.7%
United Church	18.6%	19.3%
Salvation Army	9.0%	8.0%
Pentecostal	6.6%	5.8%
Other religion	2.3%	2.0%
No Religion	1.0%	0.9%
Total	100.0%	100.0%

Figure 5.8 shows the breakdown of responses to Question 6 by denomination. Clearly there are marked differences among the five major denominations. By far the most supportive of keeping the denominational system - by a five to one margin - are the Pentecostals. Roman Catholics supported the present system by a small majority, 53 percent to 47 percent. The remaining three denominations, who together are the primary partners in the Integrated system, were in favour of "changing to a single public system" by a combined margin of 72 percent to 28 percent; but of these, Salvation Army adherents were most

supportive of the present system, at 44 percent. The Anglican and United Church groups were far behind in support for the present system, at 27 percent and 23 percent, respectively. Members of religious faiths other than these five were even less likely to support the denominational system (21 percent), and none of the respondents claiming no religious denomination supported the present system. (Percentages in these latter two categories are based on only 19 and 9 respondents, respectively.)

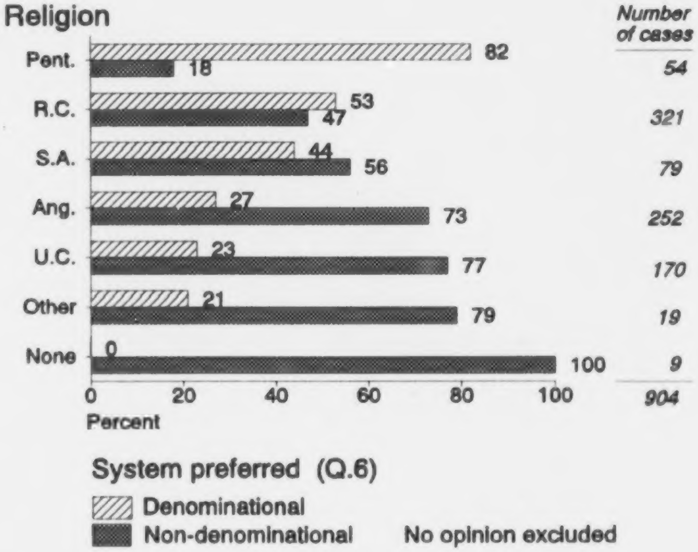
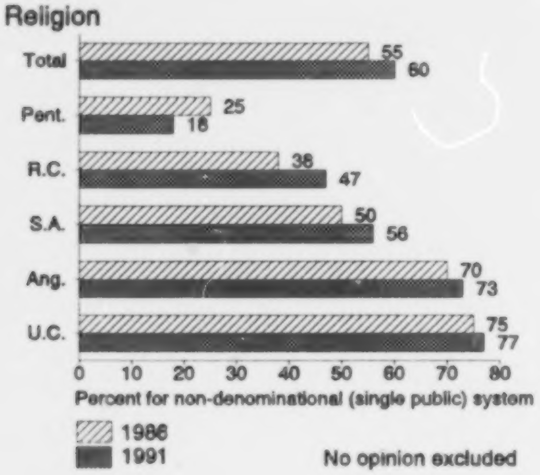


Figure 5.8: System Preferred by Religion.

These figures are not surprising. Previous studies of public attitudes have shown an identical tendency for the denominations to fall into the same rank order in the proportions favouring denominational schooling. Figure 5.9 compares the religious breakdown in the 1986 CBC study with that of the present data. It indicates that during the intervening five years, Pentecostals declined about 6 percent in their support for a single public system, while all other denominations shifted in favour of that position. But these changes were marginal, and the overall pattern remained the same. Perhaps the group in these two figures which is of greatest interest is the Roman Catholic respondents. Among this group there was a shift from 38 percent to 47 percent preferring a single public system, leaving them in a position in 1991 approaching an even division on this question, and relatively much closer to the Integrated denominations.

A related question is whether the "religiosity" of a person – that is, a strong commitment to religion as distinct from nominal identification with a denomination



No opinion excluded

Figure 5.9: Preference for Non-denominational System by Religion.

– affects his or her educational preferences. Two standard questions were asked in the Commission's survey to measure the extent of regular involvement in the organized life of the church: frequency of church attendance, and whether the respondent attended in the previous week. Overall, the Newfoundland sample reported levels of attendance slightly above average figures for Canadians as a whole. About one-third reported going to church at least weekly, and a similar number had attended in the previous week. About 20 percent placed their attendance at "once or twice a month". The remaining 45 percent ranged from "several times a year" to "never". Figure 5.10 shows a distinct relationship between this variable and the position adopted on the question of denominational education. Among those who attend church every week, more than half support the denominational system. This figure drops to 43 percent for monthly church-goers, and to 28 percent for those who attend less frequently or never.

Other Social Characteristics and System Preference

The next four charts show the breakdown of responses to Question 6 by other characteristics of the respondents: sex, age, education and size of home community. Women were more likely than men, by a 12 percent margin, to support retention of the denominational system, but an overall majority of both groups (55 percent and 67 percent) still preferred non-denominational schools (Figure 5.11). All age categories except those 65 and older preferred a non-denominational system, with relatively little variation (Figure 5.12). Figure 5.13

shows a striking tendency for the non-denominational choice to increase with education, from 54 percent among those with no high school to more than 70 percent for all post-secondary groups. Finally, Figure 5.14 reveals a slight difference between urban and rural residents. About 57 percent of the respondents in communities less than 2,500 supported non-denominational schools, compared with about 64 percent in larger towns and cities.

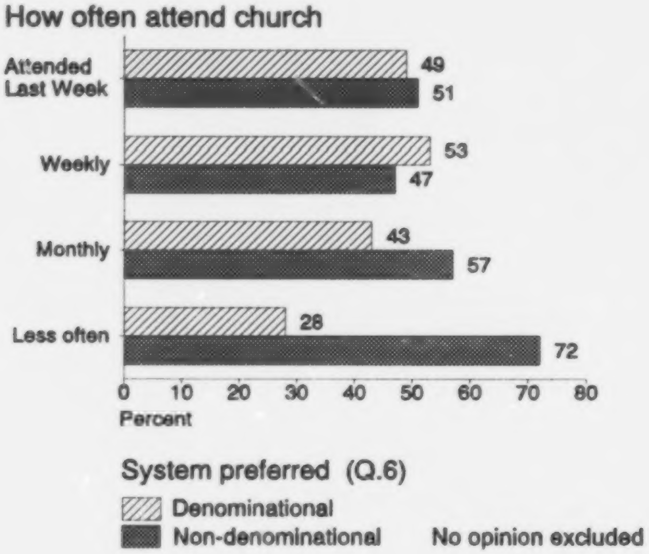


Figure 5.10: System Preferred by Church Attendance.

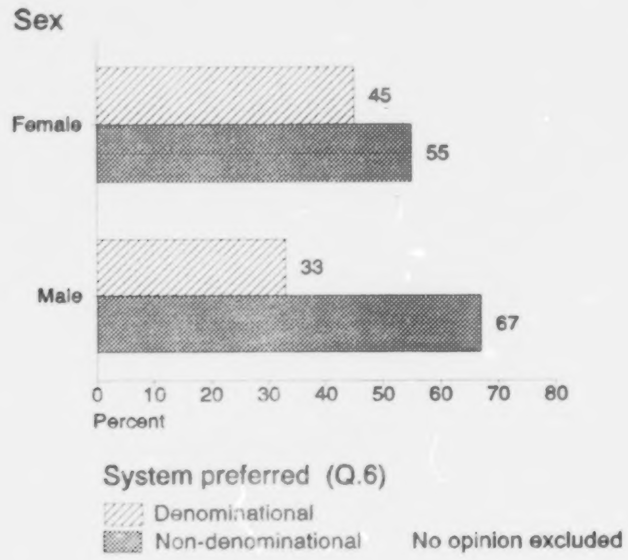


Figure 5.11: System Preferred by Sex.

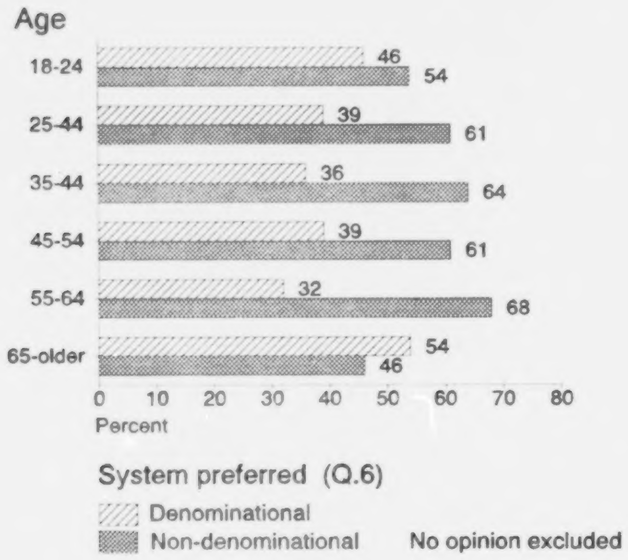


Figure 5.12: System Preferred by Age.

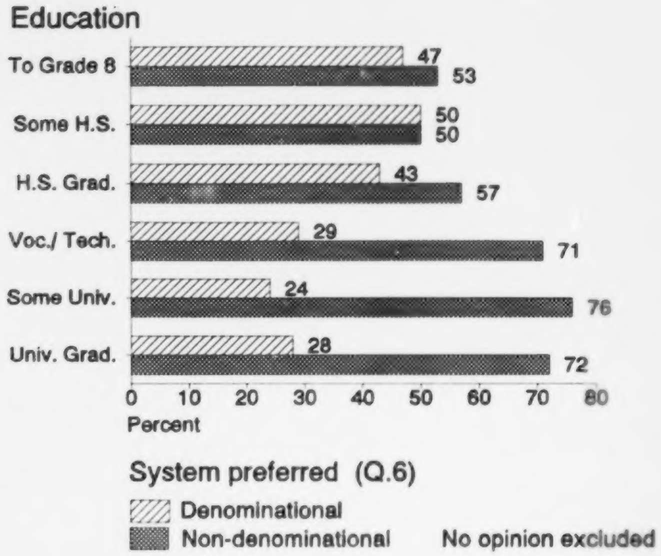


Figure 5.13: System Preferred by Education.

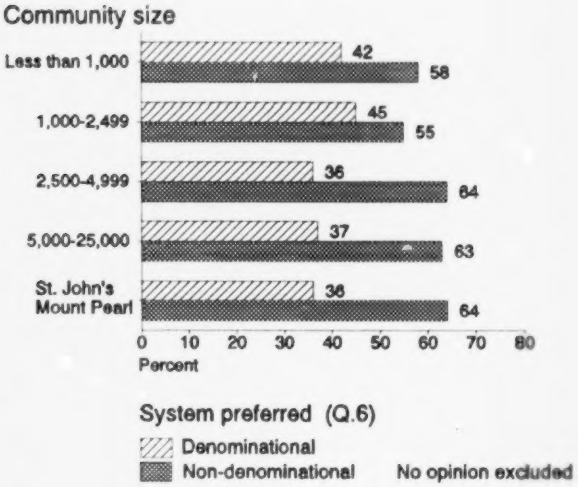


Figure 5.14: System Preferred by Community Size.

Attitudes toward Specific Features of the Denominational System

In Question 6, respondents replied to a single general question which, in effect, forced a choice between the present system as a whole and an alternative "non-denominational" system. However, the denominational system of education in Newfoundland encompasses several distinguishable features at the school, school board and provincial levels, and Question 6 does not allow respondents the opportunity to distinguish those aspects of the system which they particularly support or reject and which might underlie their overall choice. Although a majority of respondents preferred the non-denominational alternative in Question 6, there is no reason to suppose that every one of them rejects every "denominational" feature of the system. Equally, those who would keep the denominational system do not necessarily reject changing or eliminating some of its elements. In addition, as noted earlier, responses to such a single, all-encompassing question may be susceptible to subtle variations in wording.

To assess the issue further, the Commission's survey, more than any previous study, included questions focused on specific dimensions of denominational education, and pinpointed features which have the greatest and the least support among the public. These twenty additional questions also provided a more valid and reliable guide to public opinion because they asked respondents to focus upon distinct, concrete topics, one at a time, rather than taking a sweeping overview of a "system" which might mean different things to different people.

For clarity, the results from these specific questions are presented in five groupings, each with its responses grouped in a table, beginning with the classroom and proceeding to the structure of boards and the system as a whole:

1. Religious content in the curriculum and classroom;
2. Religious characteristics of teachers;
3. Separation or mixing of children of different religious denominations;
4. Operation of separate schools by denomination;
5. Rights of churches to operate separate school boards.

In the following tables, the exact wording of each question is given, together with the percentage of each response for the full sample, excluding "don't know" and "refused" responses.

Teaching Religion in School

Perhaps the primary rationale for the denominational system is that it ensures that students receive religious training in school. Such religious content may take both broad and narrow forms. Broadly, it may imply giving specific attention to moral and spiritual development of children throughout the curriculum and the "ambience" of the school, as well as through a religious education course. Narrowly, it may mean instruction in the tenets of a specific faith.

Table 5.5 reports the results from three questions concerning the teaching of religion in school. By a very large margin, 77 percent to 23 percent, most respondents agreed that "teaching religion in school gives a better overall education". Members of all denominations agreed on this point. (The identical question was asked in the 1986 CBC survey, with similar results: 72 percent agreed.) However, in answer to other questions, most respondents (70 percent) stated that religious education should *not* be restricted to the beliefs of the child's own religious denomination, and 85 percent endorsed teaching "beliefs and practices of *all* religions" in school. It should be noted that Pentecostal and Catholic respondents were more likely to affirm that children should be taught only about their own religion, 49 percent and 43 percent, respectively. But this still left a majority of every denominational category rejecting exclusivity in religious instruction.

Table 5.5: Attitudes toward Teaching Religion in School.

Teaching religion in school gives a better overall education. (Q.10)	
Agree	77%
Disagree	23%
Children should be taught in school on the beliefs only of their own religion. (Q.13)	
Agree	30%
Disagree	70%
Children should be taught in school about beliefs and practices of all religions. (Q.18)	
Agree	85%
Disagree	15%

Religious Characteristics of Teachers

At present, the denominational framework requires that all teachers be endorsed for certification by one of the Denominational Education Councils, and reserves to school boards the right to apply religious and "lifestyle" criteria in employing and dismissing teachers. Court decisions have upheld the latter right as a "bona fide employment requirement" overriding non-discrimination clauses in the Human Rights and Charter of Rights codes. The rationale for reserving these administrative rights to Denominational Councils and school boards is that they are said to be necessary to assure that the full educational environment has an appropriate religious and moral character, extending beyond the teaching of religious studies in the curriculum. But the religious and lifestyle strictures on teachers have been the target of criticism on the grounds that they constitute an unjustifiable limitation of the individual rights of teachers.

The survey included three questions on this topic, as reported in Table 5.6. To the general statement that "teachers have a responsibility to show a commitment to religious values and standards", 88 percent of all respondents agreed. On the other hand, 74 percent said they would "not object at all" to their child being taught religion by a teacher of another denomination. This included at least 60 percent of respondents in every denominational group. Moreover, 81 percent of all respondents *disagreed* with the right of boards to refuse to hire teachers not of the board's religious denomination. Pentecostals divided evenly on this point, but between 72 percent and 85 percent of the other denominational groups gave a "disagree" response. (The same question was asked in the 1986 CBC survey, with similar results: 81 percent overall disagreed.) The pattern of results among these three questions seems to be consistent with those on teaching religion. Most people feel that there should be a general or diffuse commitment to "religious values and standards", but for the great majority this is not translated into specific denominational terms. Indeed, these survey responses imply a high level of sectarian openness and tolerance toward teachers.

Table 5.6: Attitudes toward Religious Characteristics of Teachers.

Teachers have a responsibility to show a commitment to religious values and standards. (Q.19)

Agree	88%
Disagree	12%

If a child of yours were to be taught religion by a qualified teacher of another denomination, would you say you would strongly object, mildly object, or not object at all? (Q.27)

Strongly object	10%
Mildly object	16%
Not object at all	74%

School boards should have the right to refuse to hire teachers if they are not of the board's religion. (Q.11)

Agree	19%
Disagree	81%

Segregation of Children by Religious Denomination

A general principle underlying the denominational system is that children in general should be segregated into schools primarily attended by others of their own religious denomination. For practical and personal reasons, of course, there are exceptions to this policy, but rules directing children to attend schools based on denominational criteria rather than on location or program preference have been a source of controversy. Table 5.7 contains the results from four questions on this general feature of the system. Two-thirds of all respondents *disagreed* with the proposition that "differences among the churches justify having separate denominational schools". As a group, Pentecostals differed with other denominations on this point, with only 33 percent disagreeing, while between 58 percent and 75 percent of the other denominations disagreed. In the same vein, 82 percent of all those surveyed disagreed that "it is best for children to go to separate schools according to their religion", but 49 percent of Pentecostals disagreed.

Table 5.7: Attitudes toward Separation of Children of Different Religious Denominations.

The differences among the churches justify having separate denominational schools. (Q.20)	
Agree	34%
Disagree	66%
It is best for children to go to separate schools according to their religion. (Q.16)	
Agree	18%
Disagree	82%
If a child of yours had to attend a school run by a different denomination, would you say you would strongly object, mildly object, or not object at all? (Q.24)	
Strongly object	8%
Mildly object	17%
Not object at all	75%
Some times children travel by bus to another community to attend a school of their own religion. Other times children stay in their local community to attend school even if it is not of their own religion. Which do you think is more important? (Q.25)	
Own religion	12%
Own community	88%

The other two questions in this group were more specific. Asked if they would object to having their own child attend a school run by a different denomination, 75 percent of all respondents and at least two-thirds of each denominational group said they "would not object at all". Faced with a choice of sending children by bus to a school of their own denomination in another community, or having them attend a local school of a different religious denomination, 88 percent of respondents chose the latter. (This position was taken by 87 percent in response to the same question in the 1986 CBC survey.) The figure was 93 percent for respondents of the Integrated denominations, 85 percent for Roman Catholics, and 57 percent for Pentecostals. Taken as a group, results from these four questions reveal that only a very small minority of the general public considers the mixing of religious denominations in school to be seriously objectionable.

Separation of Schools by Religious Denomination

Continuing the theme of Table 5.7, Table 5.8 contains a set of questions seeking opinions on the primary structural feature of the denominational system – the operation of separate systems by the recognized denominations. The first two questions (Q.14 and Q.28) are similar in intent, and 79 percent agreed that "there should be a single school system for everyone, regardless of their religion", while 85 percent agreed "that all children should attend the same schools", rather than "attend schools of their own religion" as most now do. These large majorities favouring elimination of separate schools were mirrored among respondents of all denominations, although Pentecostals were more closely divided, with 56 percent (Q.14) and 53 percent (Q.28) agreeing with the use of common schools.

Question 23 probed views on possible negative social consequences of separate denominational schools. Three-fourths of all respondents agreed that "denominational schools create divisions among people within the same community". This view was shared by a majority of all denominations in the sample. (The same question asked in the 1986 CBC survey elicited a substantially different response: only a minority of 44 percent agreed.)

Another aspect of the system is the exclusive preserve in education given to the recognized denominations. Question 17 asked if this is "unfair to families who are not members of one of the churches which run schools". Overall, 63 percent agreed. (In the 1986 survey, 62 percent agreed with a similar statement.) This opinion was held by only 27 percent of Pentecostals, however. In response to another question regarding rights of religious categories which are not recognized officially by the education system, 82 percent of respondents stated that persons who are not members of the recognized denominations should be permitted to run for election for a school board of their choice.

Table 5.8: Attitudes toward Separation of Schools by Denomination.

There should be a single school system for everyone, regardless of their religion. (Q.14)	
Agree	79%
Disagree	21%
By and large children now attend schools of their own religion. However, some people believe that all children should attend the same schools. Which do you think is best? (Q.28)	
Own religion only	15%
All same schools	85%
Denominational schools create divisions between people within the same community. (Q.23)	
Agree	75%
Disagree	25%
The denominational system is unfair to families who are not members of one of the churches which run schools. (Q.17)	
Agree	63%
Disagree	37%
Currently some Newfoundlanders are not members of a denomination which run schools. Do you think these people should be allowed to run for election to a school board of their choice? (Q.26)	
Agree	82%
Disagree	18%

A possible remedy for "discriminatory" aspects of the exclusive denominational system, one advocated by the Human Rights Association, would be to add a separate stream of non-denominational schools to the present system. This idea was put to respondents early in the survey, just after the general question on preference for denominational versus non-denominational systems, with the question, "Some people have suggested that Newfoundland could keep the present system, but also have some public schools that are not under church control for people who prefer this. Would you say you strongly agree, agree, disagree or strongly disagree with this idea?"

This proposal received agreement from 62 percent of all respondents, including 71 percent of those who wanted to keep the present system and 54 percent of those preferring a non-denominational system. From the answers reported in Table 5.8, however, it appears that the idea of adding non-denominational schools would be seen by the majority of the public as a "second-best" alternative to simply unifying the present system.

The overall picture presented by Table 5.8 is inescapable. By very large majorities, the survey respondents were critical of the implications of separate church-associated school systems, and approved of their replacement by a single unified system. Only Pentecostal respondents were consistently less inclined than others to share in this consensus.

Church Involvement in School Boards

The final set of questions, reported in Table 5.9, concerned the role of the churches in operating the school boards. In the first of these, 75 percent of respondents agreed that "a good thing about the Newfoundland school system is that church rights are preserved". In the survey, there was no explanation of what constitutes "church rights", but legally these include the exclusive right, on behalf of the recognized religious "classes", to operate the public schools of the province through denominational boards. To the related proposition that "churches should no longer be involved in school boards", 60 percent disagreed, including a majority of all denominations. This pattern was consistent with answers to a question asked earlier, just after the general question on preference for a denominational or non-denominational system: "If Newfoundland were to change to a single system, several alternatives have been suggested. Of the two following alternatives, which one do you prefer, a single system with no church involvement or a single system with all churches involved?" The second alternative, continued church involvement, even within a unified system, was endorsed by 68 percent of all respondents.

Two further questions, shown in Table 5.9, asked about the terms of such involvement. Virtually all respondents (89 percent) agreed that "if churches want to operate schools, they should help pay the cost". A similar proportion (87 percent) stated that "all denominations in an area should co-operate to establish jointly operated school boards" rather than continue to operate separate boards. This majority included 83 percent of Roman Catholics and 92 percent of those in the Integrated denominations. A lesser but practical reform, the operation of a single bus system serving all denominations, was supported by 85 percent.

The overall pattern of opinion shown in Table 5.9 thus indicates that a majority of the public reject the total elimination of the churches from school administration, but even larger majorities believe that this involvement should take place within a co-operative framework of joint or unified boards, operating common services.

Table 5.9: Attitudes toward Church Involvement in School Boards.

A good thing about the Newfoundland school system is that church rights are preserved. (Q.15)	
Agree	75%
Disagree	25%
Churches should no longer be involved in school boards. (Q.12)	
Agree	40%
Disagree	60%
If churches want to operate schools they should help pay the cost. (Q.21)	
Agree	89%
Disagree	11%
At present, denominations operate their own school boards. However, it has been suggested that all denominations in an area co-operate to establish jointly operated school boards. Which do you think is best, separate boards or joint boards? (Q.29)	
Separate boards	13%
Joint boards	87%
There should be a single school bus system serving all denominations in each area. (Q.22)	
Agree	85%
Disagree	15%

A Balance Sheet of Features to be Retained or Reformed

This review of survey evidence on the specific dimensions of the denominational system closes with a summary of those features of the present system supported by a majority of the respondents, and those features which they would like to see changed or eliminated. This provides a kind of "balance sheet" of public opinion which clarifies and illuminates the finding that, overall, 60 percent prefer a "non-denominational" system.

Features the majority would like to see retained:	
Teaching religion in school	77%
Teachers who are expected to exemplify "religious values and standards"	88%
Church rights preserved	75%
Churches "involved" in school boards	60%

Changes endorsed by a majority:

Teaching religion in a multi-denominational setting	70-85%
Teaching religion by a teacher of another denomination	74%
No denominational restriction on teacher hiring	81%
Allow board members of non-recognized denominations	82%
Single school bus system in each area	85%
Single, joint school boards in each area	87%
Single school system for all children	79%
All children attending the same schools	85%

Some of the items under the "changes" already represent current practice in some parts of the system, such as teaching religion in a non-confessional manner and giving little if any attention to the religious denomination of teachers in hiring decisions. Nevertheless, by and large, the changes supported by 80 percent or more of the respondents would represent a radical departure from the present system of separate denominational boards and schools, and the consistency with which respondents replied to multiple questions on these matters leaves little doubt as to their meaning and significance.

What continuing role does this leave the churches? The endorsement of "church rights" may be interpreted as a largely symbolic affirmation of respect, since those specific legal rights are not widely known, comprising in large part the operation of separate boards and schools - which the great majority specifically rejects. On a more tangible level, most people clearly want some form of religious education to continue, but not necessarily in an exclusively denominational setting. The planning and supervision of such religious teaching is an obvious area for the church "involvement" endorsed by a majority. In short, the "balance sheet" suggests that a significant majority of the Newfoundland public favours a unified, education system, but not one that is wholly secular.

Interpretations and Conclusions

As the general question on the issue indicates, most Newfoundlanders would prefer to switch to a "non-denominational system" from the status quo. Nonetheless, some features of the present system, such as teaching religion in school, are supported by a majority of respondents while several fundamental elements of the system are rejected by proportions far greater than the 60 percent who supported a "non-denominational" system. Clearly an explanation is called for which accounts for this apparent anomaly. This chapter concludes, therefore, with a closer look at the relationship between answers to the general question on the preferred system (Q.6) – to keep or change the status quo – and the questions on specific features of the denominational system in order to provide a better understanding of the different responses.

Table 5.10 contains responses to the twenty specific questions from Tables 5.5 to 5.9, separated according to their answer to Question 6. In all cases, percentages are reported only for the response which would be contrary to the denominational framework in structure, practice or values. For example, since teaching religion in school is a central feature of denominational education, a "disagree" response to Question 10 is deemed contrary.

One is less concerned with the differences between the two columns in Table 5.10 (which in all cases are in the predicted direction) than in the apparently high level of inconsistency within the "keep denominational system" column. In fact, among the 40 percent of respondents who said in answer to Question 6 that they preferred to "keep the denominational system", only their responses to six of the twenty questions in Table 5.10 seemed to agree with that position. They were

Of those preferring Denominational System, Q.6		
Teaching religion in school gives better education	90%	agree
Teachers should show religious values and standards	96%	agree
Differences among churches justify separate schools	57%	agree
The denominational system is unfair to some families	54%	disagree
It is good that Newfoundland system preserves church rights	92%	agree
Churches should no longer be involved in school boards	76%	disagree

On all of the other fourteen questions, a majority of those favouring the denominational system in general expressed a "non-denominational" preference to specific features, and thus agreed with the majority of those who preferred a non-denominational system in Question 6. Some of the more striking of these results were

Of those preferring Denominational System, Q.6		
There should be a single public system	64%	agree
Children should go to separate schools by religion	66%	disagree
All children should attend the same schools	67%	agree
Denominations should establish joint school boards	72%	agree

Thus, on the average, two-thirds of respondents who initially stated that they supported retention of denominational education later in the survey repeatedly indicated that they rejected its central structural feature, the division of schools and boards into separate denominational "pillars".

A plausible interpretation may be that for many Newfoundlanders, opinions about the denominational education system are based on general notions of what it entails, especially in contrast to more specific features of the system referred to in several of the later questions in the survey. It would appear, for example, that many respondents who initially stated their support for the system were not completely aware of the implications of Question 6. They may well have been registering generalized support for "the Newfoundland school system", or "our schools", as there is probably a natural sentimental attachment to a system which has been central to the fabric of Newfoundland society. (As noted earlier, general approval for local schools is high.) But it appears that for about two-thirds of the 40 percent who express this general endorsement, it is an attachment in name only. In other words, it is not sustained in an approval of the specific structures and regulations of the system, but only in the continuation of some degree of religious instruction and ambience in the schools, and some role for the churches in their governance.

This interpretation is consistent with the previously observed difference in other surveys where questions seek only agreement or disagreement with "the Newfoundland denominational system of education", and questions, such as in the Commission's survey, which place a more fully described alternative before the respondent. It seems clear from the overall pattern of responses presented in this report that "agreeing" with the system in general is a way for many respondents to express general support for education, but is nevertheless accompanied by rejection of most of the specific elements of the system.

Table 5.10: Relationship of Attitudes toward Specific Aspects of Denominational Education to Preferred System as a Whole.

		System preferred (Q.6)	
Questions on specific aspects of denominational education	Response	*Keep denom.*	*Non-denom.*
Q.10 Teaching religion in school gives a better overall education.	*Disagree*	10%	32%
Q.13 Children should be taught in school on the beliefs only of their own religion.	*Disagree*	60%	77%
Q.18 Children should be taught in school about beliefs and practices of all religions.	*Agree*	82%	88%
Q.19 Teachers have a responsibility to show a commitment to religious values and standards.	*Disagree*	4%	17%
Q.27 If a child of yours were to be taught religion by a qualified teacher of another denomination, would you say you would strongly object, mildly object, or not object at all?	*Not object*	62%	80%
Q.11 School boards should have the right to refuse to hire teachers if they are not of the board's religion.	*Disagree*	67%	90%
Q.20 The differences among the churches justify having separate denominational schools.	*Disagree*	43%	80%
Q.16 It is best for children to go to separate schools according to their religion.	*Disagree*	66%	93%
Q.24 If a child of yours had to attend a school run by a different denomination, would you say you would strongly object, mildly object, or not object at all?	*Not object*	64%	80%
Q.25 Some times children travel by bus to another community to attend a school of their own religion. Other times children stay in their local community to attend school even if it is not of their own religion. Which do you think is more important?	*Own community*	75%	96%

Q.14	There should be a single school system for everyone, regardless of their religion.	*Agree*	64%	88%
Q.28	By and large children now attend schools of their own religion. However, some people believe that all children should attend the same schools. Which do you think is best?	*All same*	67%	96%
Q.23	Denominational schools create divisions between people within the same community.	*Agree*	66%	83%
Q.17	The denominational system is unfair to families who are not members of one of the churches which runs schools.	*Agree*	46%	73%
Q.26	Currently some Newfoundlanders are not members of a denomination which runs schools. Do you think these people should be allowed to run for election to a school board of their choice?	*Yes*	70%	90%
Q.15	A good thing about the Newfoundland school system is that church rights are preserved.	*Disagree*	8%	38%
Q.12	Churches should no longer be involved in school boards.	*Agree*	24%	51%
Q.21	If churches want to operate schools they should help pay the cost.	*Agree*	86%	91%
Q.29	At present, denominations operate their own school boards. However, it has been suggested that all denominations in an area co-operate to establish jointly operated school boards. Which do you think is best, separate boards or joint boards?	*Joint*	72%	96%
Q.22	There should be a single school bus system serving all denominations in each area.	*Agree*	76%	90%

Note: The response reported for each question is that which tends toward rejection of a specific feature of the present denominational system. Thus, using Q.16 as an example, 66 percent of those who favoured the present denominational system in Q.6 also disagreed that "It is best for children to go to separate schools according to their religion", compared with 93 percent of those who favoured change to a single public system. ("Don't know" and refused responses excluded.)

Notes

1. R. Crocker and C. Strong. *Public Opinion on Education: A Newfoundland Survey.* Research Report #7, Task Force on Mathematics and Science Education/Task Force on Education Finance, 1989, p. 1.

2. Mark Graesser of Memorial University's Political Science Department and Research Associates Ltd. of St. John's.

3. For most percentages, the sample and population will differ statistically by a narrower range than this. Such estimates of sampling error do not override the possibility of measurement error; care in questionnaire design and administration are the best safeguards against this form of distortion.

4. A copy of the questionnaire is included in Appendix II of this report.

5. Note that there is a sizable difference in responses to the alternative wording of the question. In terms of the two alternative wordings given to Question 6, respondents were more likely to say they preferred the second of the two alternatives by a margin of about 6%. Thus, the proportion for switching to a non-denominational system ranges from 57.5% to 63.2% between the A and B forms. This suggests that the opinions of some respondents were malleable, in relation to the specific wording of the question. It should be remembered that they were being asked to respond in an "either-or" fashion on a very complex issue, early in the interview before the various dimensions of that issue had been raised. In this regard, however, it is also noteworthy that fewer than 9% reported "no opinion," and interviewers found that most respondents were prepared to answer the question readily. The fact that the two forms were asked in rotation to random half-samples permits the *combined* results to be used as an unbiased measure of overall opinion. The combined measure is thus referred to for Question 6 throughout the chapter.

6. This is not to argue that any particular question is more correct than another, but to suggest that the differences in the results probably arise from basic differences in question wording rather than from real shifts in public opinion. The reaction of the general public to a single question on this complex and – for many – obscure topic seems to be particularly susceptible to apparently subtle differences in question wording. Thus the analysis of the 1991 Commission survey results places less reliance on the single "omnibus" question than on an array of questions focusing on more specific, tangible aspects of the school system.

Part IV:

Costs and Consequences

6

Overview of the Study

Although a great deal of criticism has been showered upon the province's education system for various reasons in recent years, this attention has not been unique to this province or to this country. Consequently, education reform has been at the forefront of the political agenda in many nations. For most governments there is little scope for any increase in public expenditure on education and for many there is even a policy of retrenchment and spending reductions.[1]

Throughout Canada, increased demands on the public purse from other sources, coupled with a declining educational constituency because of rapidly shifting demographic conditions, have led to an overall decline in financial support. At the same time that financial support has been declining, schools have been challenged with increased demands on their time and resources. Without proper in-service training, adequate resources and input in the decision process, teachers have been asked to assume a number of responsibilities formerly handled by the family, the community and government agencies.

This province also finds itself in a less than enviable position. It is suffering many of the same difficulties within the education system as are other jurisdictions – greater demands, large-scale demographic shifts, declining financial support and pressure for increased accountability. But Newfoundland is also affected far more severely than most. For example, the province's exceptionally low fertility rate, which is expected to continue to decline, and out-migration will continue seriously to affect enrolments for some years.

Background

Problems facing our education system are also exacerbated by the presence of the denominational educational structure. Unique among Canadian provinces, the denominational system of education in Newfoundland - where a small number of Christian denominations have the exclusive right to operate all publicly funded schools - has long been criticized on the grounds that it is both discriminatory and costly. In addition, the exclusion of disenfranchised individuals, religious minorities or other concerned groups from active participation on school boards or decision-making at any level has been a central theme of human rights advocates. The issue is described succinctly in a brief to the Royal Commission by the Board of the Newfoundland and Labrador Human Rights Association. It states:

> The system discriminates against students, teachers, parents, and candidates for school board elections who are not members of one of the designated denominations. It discriminates against students and parents who are not members of one of the preferred groups by obliging them to attend a school which is contrary to their beliefs. It discriminates against parents who in conscience, do not believe in a union of church and state. It discriminates against teachers by essentially requiring them to be a member of one of the denominations designated in the Schedule to the *Schools Act*. It further requires them to conform in even their personal life to the teachings of the faith of their school or else face possible dismissal, and all this without recourse to finding employment with an institution whose beliefs are compatible with their own. Finally, it discriminates against individuals who might wish to run for positions on school boards but cannot do so because their religious affiliations or non-affiliations do not accord with one of the enumerated denominations. It does so in a manner which cannot objectively be called "fair" or "just".

There are also those who severely criticize the system because they claim it is expensive, inefficient and over-administered. Critics point to the duplication of schools and school resources, the relative absence of large-scale sharing, and overlapping bus routes as examples of waste. Despite a large per-capita expenditure on education compared to other provinces, achievement levels are low and are not improving.

On the other hand, defenders of the system point to a stable partnership between church and state - one that has remained largely unchallenged for 115 years. Its legitimacy, proponents say, is therefore well established. They claim a public system would soon become a Godless institution without decent morals or any other human virtues, and devoid of Christian values. Some defenders go so far as to suggest that a public system would lead to increased crime, unemployment, promiscuity, illiteracy, delinquency and alcoholism.[2]

Whatever their differences, however, all sides appear to agree that a thorough accounting of the education system should be undertaken to discover its exact cost. Although the final report of the Royal Commission on Employment and Unemployment (1986) did not address the sensitive issue of the denominational education system head-on, the education background report did recommend a detailed investigation of its cost. It concluded:

> ... such a study would be highly desirable. The denominational system of education, as it is currently structured, allows for much inefficiency and unnecessary duplication of services. The denominational councils, for example, cost money to operate for an uncertain return; and, in rural areas particularly, more schools are operated than are needed for the school population. Newfoundlanders should know the costs of their denominational education system and efforts should be made to use our scarce financial resources better in delivering educational programmes.[3]

Previous Estimates

Over the years, a number of attempts have been made to estimate the cost of the denominational education system, but it is difficult to compare individual estimates because, for various reasons, different assumptions and methodologies were used, little attention was paid to detail, and different years were compared.

The Newfoundland Teachers' Association, in a 1986 brief to the provincial government entitled "Exploring New Pathways", was first off the mark claiming the denominational educational system was

> the most administratively inefficient and economically wasteful of any system in Canada .... The core of the problem is isolation by denomination. There is such a duplication of effort that we believe as much as one dollar in five is now used solely to support this isolation approach .... Consider that for 1985-86 the net education expenditure (current and capital) was $387,287,200. If we are correct, as much as $77,457,440 was spent during that school year to support isolated denominationalism.[4]

Later that same year, in a letter of response to the Newfoundland Teachers' Association (October 23, 1986), Loyola Hearn, the Minister of Education at the time, claimed these estimates were "patently ridiculous". His methodology was founded on three assumptions: (1) a public system would still require 20 school boards, (2) there would be marginal savings relative to teachers' salaries, and (3) savings realized through the consolidation of schools would be offset to some degree by increased busing costs. He concluded that the cost was more in the vicinity of $10.5 million and with the introduction of a number of cost efficiency measures and greater sharing, this could be reduced by $5 million.

In his book, *The Vexed Question*, McKim undertook the most comprehensive exploration of the cost of the denominational education system and went furthest in attempting to define costs and intangible benefits, although he stopped short of measuring them within a comprehensive provincial financial analysis. In the end, he simply dismissed the exercise saying it was not possible with available information to measure the cost. He admitted,

> I have not been able to provide that much needed estimate of the total cost of denominationalism. That job requires the resources of a Royal Commission, and until one is appointed ... we will never know the full extent of the cost and even then, we will only know the extent of the cost that can be quantified.[5]

Having said that, he went on to accept the Newfoundland Teachers' Association estimate of $77.5 million as being "not unreasonable". Categorizing the system as wasteful and inefficient, he pointed a finger clearly at the isolationism caused by the denominational education system.

One of the weakest empirical attempts to estimate the costs of the denominational system was completed by the St. John's Board of Trade in a brief to the Premier in November 1989. The Board accepted the findings and conclusions reached by the Newfoundland Teachers' Association based on the premise that 20 percent of all monies spent on education go to support the denominational system. They went on to estimate that the total cost of such duplication in 1989-90 was $130.7 million. These findings, however, were based on the shaky assumption that, over time, the relative cost of the denominational system as a proportion of the total cost would remain constant. While the actual cost may vary from one year to the next, consolidation within and co-operation between boards has lowered the proportion of the total cost. If indeed the Newfoundland Teachers' Association was correct in its assumption that, for the school year 1985-86, 20 percent of the total cost went to maintain the denominational system, it is inappropriate to conclude that the same rate would be appropriate four years later.

In a 1990 article entitled "Educational Duplication Proves Costly", Peter Fenwick estimated the cost and found it to be somewhere between $30 million and $40 million.[6] However, it is unclear to what year he referred or what methodology he employed.

There is probably some truth in each of the attempts described above. However, in each case the research methods employed were less than adequate. The conclusions reached were frequently based on incomplete data, inappropriate definitions and assumptions, and lack of a sound methodology which could lead to the identification, measurement and analysis of all the constituent elements. It is not the Commission's intention to dispute or verify any of these estimates; they are presented merely to demonstrate the degree of variance in the findings among those who have attempted to negotiate a most difficult path.

Methodology

The Task

It was within the context of the province's social, political and economic environment that government saw the need for education reform and the creation of this Royal Commission. At the news conference held by the Premier and Minister of Education to announce its creation, the Premier concluded:

> Over the past 20 years [there have been] growing concerns related to the effectiveness and cost-efficiency of the Province's school system .... Government, therefore, feels that the time has come to undertake another comprehensive review of our delivery system to consider what structural changes may be necessary to reflect these new realities.[7]

Realizing that critical decisions related to the organization and structure of the education system could not be made without due attention to cost, it mandated the Royal Commission to determine what those costs are. The Commission thus decided that one of its first tasks would be to undertake a comprehensive cost study - one which would address not only the costs associated with the denominational education system but the costs associated with further consolidation also. The specific mandates, as expressed in its Terms of Reference, were to

> #2 Examine the extent to which school districts and schools can be further consolidated and costs associated with such consolidation; and
>
> #4 Examine the extent of duplication resulting from the denominational system and costs associated with such duplication.

Scope

Given its Terms of Reference, the Commission's task was to examine only those items which could be directly linked to (1) the maintenance of the denominational structure or to (2) inefficiencies resulting from duplication of effort. To accomplish this, a comprehensive analysis had to be completed at the school level, the central office level, and the provincial level. For each level, individual components had to be identified and justified, total costs (and in some cases per-unit costs) developed, and comparisons made against baseline data.

Given the magnitude of the problem under investigation, the study was intended only to be a snap-shot of the nature and extent of duplication and inefficiency for one period of time (1989-90). The limitations of the reliable data available, as well as time and resource constraints, would not allow for an analysis of the changing cost of the system over a period of time.

The investigation was also restricted to an analysis of expenditures. While a detailed analysis of revenue patterns would prove informative, 96 percent of revenue comes from direct grants (most of which are non-discretionary), and from local taxation and would not provide meaningful testimony about the real costs of the denominational system.

Conceptual Framework

The lack of adequate methodologies for undertaking a cost analysis of the Newfoundland education system has resulted in a wide variance in findings, but there has also been a lack of reliable data. In the past, studies have been designed with a macro-level approach, not paying particular attention to regional variances, local conditions or individual need. Given these circumstances, it became clear at an early stage that a new methodology for costing various components of the education system would have to be developed and tested. To estimate the savings such a framework would have to identify those components of the system which are directly connected to the maintenance of the denominational system, measure them, determine their costs, and re-calculate the cost of the system without them.

This methodology is derived from *cost-analysis* research. Although the basic principles of cost-analysis have prevailed for centuries, the formal application of various techniques for calculating effectiveness is a recent phenomenon. Although it takes many forms – cost-benefit analysis, cost-outcome analysis, cost-effectiveness analysis, cost-feasibility analysis – it is really any analytical method that measures the advantages and disadvantages of alternative actions, where one factor is cost. Stated another way, and as applied by the Commission, it is a form of public investment decision-making which, through the selective identification and examination of costs, assesses the fiscal desirability of existing rights, structures or hierarchy of power. Cost-analysis emanates from a desire for rational decision-making. It does not suggest either what people should do or should want; it merely informs and illuminates the decision-making process. The intent of this study was to help the Commission understand the implications of the present school system and to assess the ramifications of changing it.[8]

Although there are a number of different methods of evaluating actions, cost-analysis information is generally displayed in monetary terms. Within this framework, evaluation is based on efficiency criteria, implying that resources should be allocated to their highest valued uses. However, cost alone may not be the most important consideration for decision-makers who place a high value on other, non-financial elements, such as their proprietary rights, and they may thus choose to maintain a more costly system instead of more efficient alternatives which could somehow curtail those rights. Therefore, measuring the costs of the denominational system could not be confined to a process of identifying specific components and determining their costs.

Limitations

As with most studies of this nature, a number of limitations could not be controlled or compensated for, largely because of unavailability of data and the absence of prior research on several key elements. Another limitation was a lack of knowledge about specific components of the operation of the education system, such as the nature of busing routes, how some decisions are made within the system, and the roles and responsibilities of non-academic staff. In addition, the lack of a comprehensive knowledge about local political environments, particularly related to school consolidation, was a limiting factor.

Another limitation lay in the interpretation of certain key concepts, such as *cost*. While the concept of cost will be more explicitly defined later in this report, no attempt was made to deal with costs beyond those which could be measured: no acceptable way could be found to measure, for example, the cost of the volunteer effort provided by members of religious orders, the savings incurred through the use of certain church facilities, or the cost to disenfranchised individuals and groups of not having a direct voice in decision-making under the present system.

A further limitation was the inability to complete extensive primary research within time and budget allowed the Commission. Because of these constraints, the analysis was confined to one year (1989-90). Whether this particular year adequately represents the extent of duplication or inefficiency is not known. Decisions about school consolidation also had to be completed without the benefit of historical documentation and school level projections. On the capital side, for example, no attempt was made to examine the implications of long-term resource allocation based on denominational rather than provincial need. On the other hand, one can assume, with increased co-operation and sharing among boards over the last number of years, the percentage cost of the denominational system has been declining. As illustrated in Figure 6.1, it is unclear just where 1989-90 expenditures would fall on a cost curve over time.

Again, because of time and costs, it was not possible to conduct all the basic research necessary to answer some of the questions that were raised, such as,

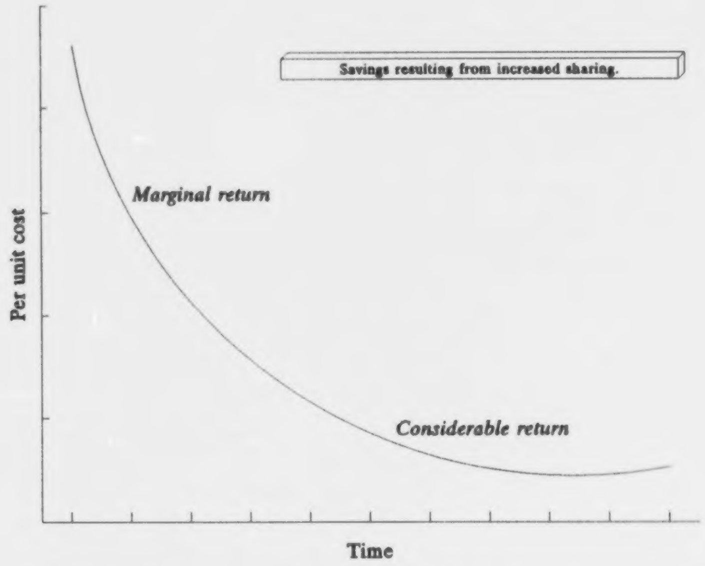


Figure 6.1: Consolidation and Co-operation in Education.

"What has been the total extent of church input?", and "To what degree would church input diminish if a denominational system no longer existed?" In addition, this cost analysis did not attempt to address the larger question of the worth of the denominational system.

These limits led the researchers, on a number of occasions, to use focus groups and interviews to assess the nature and sensitivity of key issues and how they relate to cost. The groups also provided needed background information where primary data were unavailable.

Description of Methods

The Commission thus had to take into account several factors, such as the kind of data available and the complexity of the system, in deciding on the most appropriate research methodology for providing reliable results and allowing for meaningful conclusions. The methodology adopted centred on the development of four distinct education system models or paradigms which could be assessed and compared.[9] Each was a self-contained unit with all of the constituent parts necessary to facilitate comparisons between models. Each represented a mode of educational delivery and each was based upon generally accepted principles, selected operating assumptions and the conditions governed by these. Two of the models were developed within the framework of a denominational system – one reflecting the current status and the other reflecting an efficient, rationalized denominational system.

The remaining two models were developed outside the framework of a denominational system – one based on current organizational guidelines and the other based on efficiency and scale economies. The two "rational models" (B and D) deal with a number of sensitive issues. They raise questions about the characteristics of effective school districts, optimal school units, administrative efficiency and bus transportation. In no case were the legal, constitutional or political implications addressed.

The framework from which the four individual models were developed is illustrated in Figure 6.2, and the interrelationships between models is illustrated in Figure 6.3. A brief explanation of each model follows.

	Denominational Structure	**Non-denominational Structure**
Existing Guidelines for School District Organization	**A**	**C**
Rational Approach to School District Organization	**B**	**D**

Figure 6.2: Framework for the Development of Individual Cost Models.

Model A This model represents the *status quo* and is based on the number of students, and the number and nature of school districts, schools, teacher allocations, and regulations and grants that were in existence for the 1989-90 school year. Model A serves as a baseline for Models B, C, and D.

Model B This scenario represents what the existing school system would look like and cost at a maximum level of consolidation and sharing among schools and school districts. Within this framework, the number of school boards would be reduced to minimal levels and schools would be consolidated based upon acceptable parameters for school size,

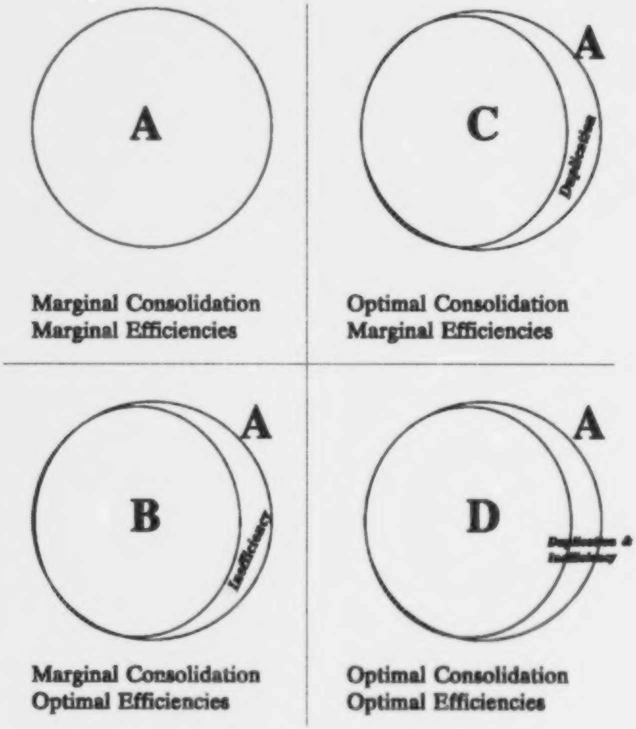

A
C
A
Duplication
Marginal Consolidation
Marginal Efficiencies
Optimal Consolidation
Marginal Efficiencies
B
A
Inefficiency
D
A
Duplication &
Inefficiency
Marginal Consolidation
Optimal Efficiencies
Optimal Consolidation
Optimal Efficiencies

Figure 6.3: Interrelationships between Models.

reasonable conditions for student transportation, and demonstrated need. The *cost of inefficiencies* within the denominational system was defined as the difference between Model A and Model B costs.

Model C This model represents what the education system would look like and cost if it were non-denominational but, in all other respects, structured and operated with the same level of efficiency as the present system (Model A). Within this framework, there would exist a single-set of non-denominational boards paralleling the current guidelines for school district organization. The *cost of the maintenance of the denominational system* was defined as the difference between Model A and Model C costs.

Model D This scenario presents a picture of what Model C would look like and cost at a maximum level of consolidation and sharing among schools and school districts. Within this framework, there would also exist a single set of non-denominational boards reduced to minimal levels. In addition, schools would be consolidated, based upon acceptable parameters for school size, reasonable conditions for student transportation and demonstrated need. *The cost of denominational duplication within a rationalized structure* was defined as the difference between Model B and Model D costs.

The method used to establish individual models was based on a process involving a number of steps and leading to a comparison of costs. Some steps were performed identically in each model, while others required different procedures in different models. Further, some steps were judgemental in nature while others mechanically applied "rules". Those that were judgemental were based on solid background evidence, research findings, available data, and the conclusions of informed individuals. A summary of the steps required for determining the costs associated with Model B in relation to Model A is shown in Figure 6.3. This process was then repeated for the remaining models.

While the steps may appear simple enough, each one is a labyrinth of information, determinants, constraints and judgments. Further examination will indicate the complexity of the process. The steps described above were broken down into supplementary steps which were further broken down into still other steps. This process was repeated for each model. Step #7 *Determine Costs*, for example, was further subdivided into school district costs, instructional costs, operations and maintenance costs, student transportation costs and other costs. Operations and maintenance costs were further separated by size of school, type of program, location, and number of students.

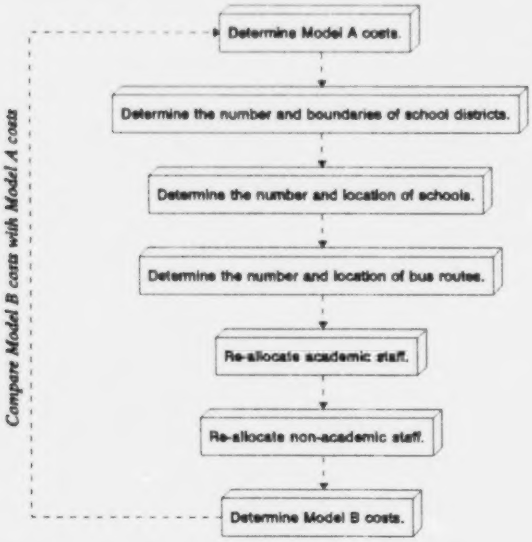

Determine Model A costs.
Determine the number and boundaries of school districts.
Determine the number and location of schools.
Determine the number and location of bus routes.
Re-allocate academic staff.
Re-allocate non-academic staff.
Determine Model B costs.
Compare Model B costs with Model A costs

Figure 6.4: Steps Involved in the Costing of Model B.

Unavoidably, because of measurement problems or a lack of unifying research, some steps introduced elements of subjectivity and uncertainty, and could therefore be open to challenge. In those cases, sensitivity analyses were performed allowing one set of assumptions to be varied while keeping the remainder constant and all other data at their given values. This was an invaluable tool, particularly when confronting thorny issues such as the formation of school district boundaries and school consolidation.

Data Sources

Main Data Sources

After examining the available data on school district and school organization, and on resource allocation and distribution, it was concluded, with some exceptions, that it would not be necessary or feasible to undertake a comprehensive province-wide survey encompassing all components of education finance or a longitudinal analysis to complete the investigation. A great deal of information was available from a number of different sources, but ways and means had to be found to integrate the available data from the most recent time period into a single dataset.

First, the existing data sources for the study were collected using a number of methods, then assembled and blended. The extensive resources of the Department of Education were drawn upon to supply data about all aspects of the system and how it is financed. A summary of the primary data sources retrieved from the Department of Education, the formats used, and the individuals associated with each is presented in Table 6.1.

Many of these datasets were blended into new, larger databases to facilitate the macro-level analyses required for the study. In addition, because of different data formats and the nature of the analyses, three different computer programs had to be employed – a spreadsheet, a database management program and a statistical analysis package.[10] Further complicating the analyses was the sheer size of the datasets, and the effort that had to be expended developing and running the analyses required. Each school district required the construction of (a) computer files containing background information for later analysis, (b) files analyzing the schools under its custody, leading to decisions concerning consolidation, (c) files producing an intermediate analysis of the resource allocations (original schools), (d) files producing a final analysis of the resource allocations (consolidated schools), and files analyzing the 1989-90 financial returns based on new data. This procedure was then repeated for each of the school districts and this whole process was then repeated for each model. The sheer magnitude of creating, integrating, analyzing, filing and securing more than 500 files in several formats was a demanding exercise in itself.

Table 6.1: Summary of Data Sources, Department of Education.

	Primary Database	Format	Source
1.	School Board Financial Statements	Lotus	John Berniquez
2.	AGR School-based Information System	dBASE	Jill Andrews
3.	Teacher Pension/Payroll/Certification System	dBASE	Jill Andrews
4.	Teacher Allocation System	Lotus	John Thompson
5.	School/Community Distances	Lotus	John Humber
6.	Bus Contracts/Distances/Costs	dBASE	Gerry Adams
7.	Kindergarten Routes/Distances/Costs	dBASE	Gerry Adams
8.	Demographics/Achievement/Staffing	SPSS	new/blended
9.	School Characteristics/Consolidation	dBASE	new/blended

Another data source was the use of expert panels, focus groups and semi-structured interviews. At a number of critical stages, decisions were made drawing not just upon the findings of related research but requiring the opinions, information and advice of individuals informed about and sensitive toward the education system, governance and local conditions. At the same time, it was considered essential to interview a number of individuals familiar with education finance and funding structures.

Supplementary Data Sources

A final source of information involved the collection of supplementary data. Several voids were identified which could not be filled by available data and which were of sufficient importance to warrant the development of new datasets. Two are worthy of brief mention at this point: (a) school operating costs, and (b) central office staff costs.

School Operating Costs. During the investigation, the need to collect reliable data on the cost of operating schools was seen as a priority. A survey of officials working with school boards was conducted to determine school costs for the 1989-90 school year, regional variances, school (type) variances, and district variances and to project part of the costs associated with school consolidation. Ten boards were thus surveyed and responses were received from nine of them (n = 139).

The purpose of the exercise was to understand the relationship between size and cost and predict the costs associated with consolidation. The variables analyzed were school size, total cost and per pupil cost. Trend analysis, using various regression (curve fitting) techniques, was completed to determine the predicted cost.

Central Office Staff Costs. The need for reliable data on the cost of operating school district offices was also identified. A survey of 14 boards was conducted to discover the number and types of positions and the associated salaries. Results were compared with similar information collected for the 1989 Task Force on Education Finance.[11] There were significant variances among central offices in the number of, and salaries paid to, business managers and various support staff. For example, with the exception of the Seventh-Day Adventist board, all boards had business managers, while some also had assistant business managers, office managers, and accountants. Differences were thus related, in large part, to the number of staff in the central office and the school board's budget.

Validation and Interpretation

Great pains were taken to ensure that both the research methodology and the data sources were valid. The methodology was also examined by and discussed with a number of authorities prominent in their fields and in a position to understand and advise as to its validity and authenticity.

Finally, a supplementary contract was commissioned with a management consultancy firm, and a principal with the firm's Toronto office undertook a detailed analysis of the appropriateness and suitability of the methodology, data collection procedures and proposed analyses.[12] This report was received December 10, 1990, allowing ample opportunity to review and implement the suggested changes.

Interpretation of Findings

One must be very careful in interpreting the findings of this study in relation to the limitations described earlier. For example, it is important to bear in mind that the findings represent one time period only and do not reflect the most recent efforts on the part of school boards to consolidate. A longitudinal study similar in nature to this one but focusing on changes over a number of years, would almost certainly find a trend toward sharing and inter-denominational co-operation. Because this study deals with one time interval, it is probably more appropriate to compare relative values rather than actual dollars when examining costs and savings.

Notes

1. Organization for Economic Co-operation and Development, *Education Committee: Draft statement of issues*, Document No. ED(84)7, 1984.

2. Some of the specific comments attacking public schools claimed: *"the students swear and take drugs", "teenage pregnancy, underage drinking and drug abuse are the norm"*, and *"it is normal for teachers to have their feet upon the desk, smoking a cigarette, many times with a bad hang-over, and using curse words on the students where they didn't behave as they should, and at home practising common-law living"*.

3. *Education for Self-Reliance*, background report to the Royal Commission on Employment and Unemployment, 1986, p.145.

4. Newfoundland Teachers' Association, *Exploring New Pathways*, a brief presented to the Government of Newfoundland and Labrador, May 1986, p. 19.

5. William McKim, *The Vexed Question: Denominational Education in a Secular Age*, 1988, p. 278.

6. Peter Fenwick, "Educational Duplication Proves Costly", *The Evening Telegram Sunday*, May 23, 1990, p. 5.

7. August 7, 1990.

8. See, for example, M. Thompson, *Benefit-cost Analysis for Program Evaluation*, 1980; N. Smith, and J. Smith, *Cost Analysis in Educational Evaluation*, (ROEP Paper and Report Series No. 100), 1984; V. Smith, "A Conceptual Overview of the Foundations of Benefit-Cost Analysis", in J.D. Bentkover et al. (eds), *Benefits Assessment: The state of the art*, 1986; and A. Schmid, *Benefit-cost Analysis: A political economy approach*, 1989.

9. A model is a set of variables and relationships, the combination of which is used to describe or explain a problem. Because not all variables can be included nor all possible relationships hypothesized in any one model, a number of models is frequently required to address a complex problem or set of problems. In this case, the problem was not restricted to the costs associated with the denominational system. The study had to identify and measure costs associated with alternatives.

10. Lotus 123, dBASE IV and SPSS PC+.

11. Supplied to the Commission by George Whey.

12. M. Bleau, *Report on a Review of Modelling Methodology to the Royal Commission of Inquiry into the Delivery of Programs and Services in Primary, Elementary, Secondary Education*, Ernst & Young, 1990.

7

Contextual Issues in Education Finance

Education finance refers to the process by which tax revenues and other resources are derived for the establishment and operation of schools, as well as the process by which those resources are allocated. It begins with major decisions about education, such as who will be educated, who will teach them, where they will be housed and how they will be taught. It then deals with such questions as how much money should be spent on education, how this money can best be raised, how the funds should be redistributed to provide the best education system for their value, and how to ensure the most efficient use of resources. While, in the past, decisions at this level went largely unchallenged, a much more educated population is demanding more input into educational decisions, and that government and other educational agencies be held more accountable than they have been.

The principles of education finance are deceptively simple. Funds to provide for the education of children are provided in a manner which ensures taxpayer equity. The education system must then provide all students, whatever their economic and social backgrounds or locations, with equal access to these resources. Finally, the education system must exhibit financial responsibility and accountability for all aspects of the educational process. These principles, however, fail to address a basic practical dilemma: how to ensure equal access to these resources while facing a critical scarcity of means. Whatever the available resources, there are always more demands than can be satisfied.

The issue of productive use, or efficiency, thus permeates all other principles and aspects of the decision-making process. As stated by Levin:

> Different approaches to the provision of education and to determining where resources are used can also affect the productivity of resource use. Economically efficient use of resources within the educational sector requires that they be allocated to maximize educational outcomes. Even small losses in efficiency can waste billions of dollars in an

> educational sector … not to mention the waste of student time and the other human costs.[1]

Not always do these principles have a harmonious relationship with each other nor with the demands of efficiency. Frequently, educators must deal with conflicting principles before making critical decisions. For example, pressures by some groups to promote excellence are not always compatible with concurrent moves by other groups to embrace greater efficiency. Furthermore, the principle of student equity as described above is congruent with neither. Other dilemmas facing educators are to resolve conflicts between certain organizational and implementation principles. For example, the issue of decentralization, a recurrent theme in education, is closely - and inversely - linked with the principle of efficiency.

Organization and Finance

In Canada

Effective and efficient education is of vital importance to all Canadians in that education is the means to greater social and economic health. Because of its high level of national importance, the education process might be expected to attract a great deal of federal intervention. In Canada, this in not the case. The *British North America Act* of 1867, and similar subsequent legislation, empowered the provinces with the responsibility for the provision of education. In this type of structure, educational needs are thus assessed provincially and programs are developed which reflect these needs. However, the federal government maintains educational responsibilities for Native Peoples, inmates of federal penal institutions, and members of the armed services and their dependents. Frequently, conditional arrangements are made between the federal and provincial governments to enhance the educational opportunities available to Canadian students.

Given the vast differences between regions in this country, it is not surprising that the provinces have each responded to the delivery of education in separate and distinct ways. Each province developed its own unique philosophy of education which has evolved into the largely discrete systems which are in place today. Alberta, Saskatchewan and Ontario are examples of systems maintaining both public and private schools. New Brunswick, Nova Scotia and Prince Edward Island have, by law, only secular public schools. However, informal agreements allow for the establishment of public schools set aside for Roman Catholics and Protestants and administered by a local authority. In some instances, these schools are staffed by teachers of the sponsoring religious denomination. Both Manitoba and British Columbia maintain secular public schools only; however, there are provisions for private schools to receive some public funds. Quebec and Newfoundland have the only publicly funded school systems set up along denominational lines. Quebec maintains both Roman Catholic and Protestant boards, the latter serving other Christian denominations, Jews and other non-Christians. It also provides financial support to private schools. In many respects, its system of education mirrors its distinctive Francophone culture, a system which supports the existence of both English and Francophone schools.

The per-pupil expenditure on education varies greatly from province to province as well, reflecting the prevailing economic conditions, availability and price of goods and services, tax base and student population. Per-pupil school board expenditure in 1988 varied from a low of $3,861 in Prince Edward Island to a high of $5,389 in Quebec. British Columbia had the lowest expenditure per capita of the labour force ($1,454) while Newfoundland had the highest ($2,208).

As illustrated in Table 7.1, generally, school board revenues come from three primary sources: (1) provincial government grants, (2) local taxation (such as property taxes), and (3) other sources (e.g. federal grants, school-based fund-raising, rentals, etc.). Boards in two provinces receive substantial revenues through the collection of municipal contributions and one province through the levying of tuition fees (see Table 7.1). Various formulas and principles are employed throughout the country for the determination of provincial grant allocations to individual school districts, but most provide grants based on student enrolments as well as equalization grants and many special grants to address specific inequities.

Alberta, Prince Edward Island and New Brunswick require boards to submit budgets which are prioritized for capital disbursements, Ontario's basic per student grant is determined by the Average Daily Enrolment (ADE) of schools, while Nova Scotia has a rather complex method of weighted student units. Nevertheless, all of the provinces strive for a system of educational funding that is efficient, effective, equitable and which enhances local autonomy.

In Newfoundland

As Chapter 4 illustrates, Newfoundland education has been inextricably intertwined with the various churches since its beginnings some 250 years ago. Before government funding, the churches paid for all capital and operating costs of running the schools and were directly involved in their day-to-day operations. When the government finally became involved in educational matters, the churches exerted considerable influence over decisions about education funding and legislation. They had made a significant investment in the education system and

Table 7.1: Sources of School Board Revenues by Province in Percentages, 1989-90.

	Provincial	School Taxes	Other Sources
Newfoundland	90.6	7.3	2.0
Prince Edward Island	99.6		0.4
Nova Scotia	80.8	16.4	2.7
New Brunswick	97.9		2.1
Quebec	90.9	4.9	4.2
Ontario	41.8	56.2	2.0
Manitoba	50.7	44.5	4.8
Saskatchewan	48.8	47.5	3.7
Alberta	53.2	41.7	5.1
British Columbia	63.6	31.1	5.3

Source: *A Statistical Portrait of Elementary and Secondary Education in Canada*, a joint publication of the Council of Ministers of Education, Canada and Statistics Canada, preliminary data.

through lobbying activities and political pressure maintained their direct role in administering the system while receiving public funding from the government.

With Confederation in 1949, church involvement in Newfoundland education was entrenched in Canadian law as well, when Term 17 of Newfoundland's Terms of Union with Canada preserved the churches' right to operate public denominational schools in the new province:

> In lieu of Section 93 of the *British North America Act*, 1867, the following term shall apply in respect of the Province of Newfoundland:
>
> In and for the Province of Newfoundland the Legislature shall have exclusive authority to make laws in relation to education, but the Legislature will not have authority to make laws prejudicially affecting any right or privilege with respect to denominational schools, common (amalgamated schools), or denominational colleges, that any class or classes of persons have by law in Newfoundland at the date of Union, and out of public funds of the Province of Newfoundland provided for education
>
> a. all such schools shall receive their share of such funds in accordance with scales determined on a non-discriminatory basis from time to time by the Legislature for all schools then being conducted under authority of the Legislature; and

b. all such colleges shall receive their share of any grant from time to time voted for all colleges then being conducted under authority of the Legislature, on a non-discriminatory basis.

In 1987, the Parliament of Canada, following approval by the Legislature of Newfoundland, renumbered the above-quoted text of Term 17 as sub-section (1) and enacted subsection (2) which extended to adherents of the Pentecostal faith in Newfoundland the same rights and privileges with respect to denominational schools and denominational colleges as were enjoyed by the classes of persons to whom sub-section (1) applied.

The final report of the Warren Royal Commission on Education was the catalyst for the 1969 reorganization of the education system when functional organization replaced the denominational structure at the Department of Education. Denominational Education Councils were created to fulfil a liaison role among the recognized Churches and with government. Five of the Protestant denominations integrated in order to provide a higher standard of education for their students. Warren's recommendations drastically changed the profile of the system, reducing both the number of school boards and the number of individual schools in operation.

As the population expanded over the years, the number of multiple denomination communities increased considerably, so that it was not uncommon to see three small denominational schools representing each of the recognized denominations in a community with fewer than 100 students in total. However, during the past 25 years, the churches have made considerable efforts to reduce the incidence of such situations, and the number of schools decreased from 1,244 with 270 boards in 1960, to 543 schools under 32 boards in 1989-90 (the year under study).

Several other problems unique to the Newfoundland system seriously constrain the province's ability to provide equitable educational opportunities for all students. The geography, topography, and settlement patterns in this province have resulted in a large number of small, isolated schools. Only 10.5 percent of schools have 500 or more students, even with the consolidation that has taken place.

Demographic forecasts for the province indicate a number of significant future trends. As stated in Chapter 3, declining fertility rates and an extremely high level of out-migration will lead to further enrolment declines. Undoubtedly, this will lead to increased pressure on educational institutions.

School board operating funds now come from two main sources: government grants and local efforts. In 1989-90 government contributed 91 percent of the total cost of education through operating grants, teachers' salaries grants, maintenance grants, bus transportation grants, textbook subsidies, and other special purpose grants. School boards raised the remaining nine percent through a number of means, chiefly school taxes, and lesser amounts from school assessments, rentals, donations, school projects and other sources.

While operating grants are paid directly to school boards, capital grants are paid to the Denominational Councils and to the Seventh-Day Adventist Church authorities. The apportionment of funds is in the same ratio that the population of each Denominational Council bears to the total population of the province in accordance with the most recent census. Each Council then decides where money will be spent to build and improve its schools.

The evolution of public financing of elementary and secondary education in this province is as long and convoluted as its history, affected by demography, topography, geography, industry, culture, values and traditions and its unique denominational structures. The extreme population sparsity of this province, for instance, has affected the type of, and provision for, the system of education in this province in several ways. The existence of hundreds of small and isolated fishing communities scattered along the coast has meant not only an unusually large number of small schools but also sometimes insurmountable difficulties in providing in-service training, teacher travel, program co-ordinator visits and the retention of experienced teaching staff.

A recurring theme among public educators everywhere - and this province is no exception - is the accusation that all education systems are inadequately funded. To promote horizontal equity (equal money per student), the government of this province instituted equalization grants to compensate for revenue differentials resulting from less tax potential in small rural areas. However, these grants fail to recognize cost differentials that exist from region to region and, therefore, do not provide an equitable resolution to the problem of unequal local tax revenue.

Over the past 25 years, school boards have acquired a heavy burden of debt resulting from "the inadequate grants that school boards receive for the operations and maintenance of schools and the inability of the present capital grant to meet existing needs".[2] In 1989-90, this debt stood at over $41 million; however, the provincial government has been providing a special grant for the retirement of this debt and has recommended that school boards not borrow funds in excess of a ceiling amount determined by provincial authorities.

The problems associated with facilities, such as the replacement of obsolete buildings to accommodate new programs (especially at the junior high and senior high levels), improvements to make existing structures conform with health and safety standards, and the provision of accessibility for handicapped students, are areas of concern when financing the education system. The financial requirements for upgrading and replacing functionally and physically obsolete school facilities have been estimated to be well in excess of $150,000,000. However, little research has been completed to validate this figure or to understand fully its implications and consequences.

If Newfoundland schools are to produce well-educated, socially adapted and emotionally prepared students, the education system will also have to adapt to the pressures experienced by today's students in order to meet their needs and society's need for an effective and efficient education system.

Critical Issues in Education Finance

This section addresses some of the complex issues which influence education finance today. In particular it examines the overriding principles which guide much of the financial decision-making, some of the finance issues which place enormous pressures on the education system, and the issue of the financial contribution of churches, an issue almost unique to this province.

Principles of Education Finance

Since the responsibility for the provision of educational services has been legislated to the individual provinces, the financing of such services is implemented in a manner decided by each provincial government. However, recent developments in educational finance across the country have been aimed at achieving six principles commonly recognized in the educational finance literature as the standards against which educational finance plans ought to be assessed:

1. Every student in a province should have access to quality educational programs and services that reasonably respond to his or her individual needs, regardless of that student's interests and abilities, regardless of where that student lives, regardless of that student's cultural and socio-economic environment.

2. Every school board in a province should have access to sufficient revenues to provide quality educational programs and services that meet the needs of its students.

3. The plan of financial support should ensure reasonable equality for all taxpayers.

4. Within general provincial guidelines, the financing plan should provide maximum opportunity and encouragement for the development and exercise of local autonomy and leadership in education.

5. The financial provisions of a grant system should encourage sound and efficient organization, administration and operation of local school districts and schools.

6. The financing plan should emphasize continuous evaluation, long-range planning, and overall accountability for the expenditure of public funds.[3]

Local autonomy is directly related to the level of decentralization inherent in an education system. The personal nature of education necessitates that local conditions, characteristics and circumstances be considered in local educational decisions. Local autonomy is vital in an education system if local priorities and needs are to be effectively satisfied.

The extent of decentralization has a direct impact on financial planning activities. The government of this province, for example, currently provides funding for school projects in the form of either categorical or global grants. While global grants enhance autonomy, there are problems associated with them in the area of accountability. On the other hand, categorical grants tend to restrict local autonomy, but prioritized projects are ensured completion.

The central governmental bodies of each province are too distant from the mechanisms which distribute the service of education (the schools) to assess effectively the financial needs of these institutions. One alternative to such centralized decision-making is district-based budgeting, a concept whereby each school board creates its own budget and controls spending within its district. At the local level needs can be assessed effectively and provisions can be made to satisfy them. Some proponents of this concept would even advocate that budgeting should be the responsibility of each individual school, which would then be responsible for such things as personnel, equipment and maintenance. However, the logistic and administrative realities of such decentralization make the full implementation of school-based budgeting impractical.

Providing equal educational opportunity to all Canadian students is one of the biggest challenges facing governments and administrators today. Ensuring that every student, regardless of location, age, sex, religion, race and other considerations, is provided with equal funding, staff and services is the goal of *horizontal equity* theorists on the assumption that equality of educational inputs will lead to an equal opportunity for education. Provincial funding and, increasingly, foundation programs are used to facilitate equality of inputs. Thus, lower tax-generating regions are provided funds to bring them up to par with boards in higher tax districts. Some proponents of horizontal equity have suggested that provincial pooling of commercial assessments for redistribution would be a positive step towards equality. However, this solution jeopardizes the local autonomy of school districts and has, therefore, generally been considered an unacceptable alternative.

Whether the differences arise from different cultures, geographic locations, lifestyles, learning abilities, or physical or mental abilities, the fact is that all students are not equal when they enter school. *Vertical equity* theory thus proposes that since all students are different when they enter school, it will take different amounts of input to achieve an acceptable, standard level of output. Recognition of cost differentials and the use of weighting factors can be used to distribute more financial and personnel resources to schools and school boards where the needs are greater. By including and balancing both horizontal and vertical equity theory in funding formulae, financial administrators can provide an equal educational opportunity for their students as well as a fair tax burden for the taxpayers in their jurisdictions.

Economies of Scale vs Organizational Efficiency

Economies of scale are savings which come from cost reductions associated with large-size operations. In an education system such savings can be realized through volume discounts, use of excess capacity and allocation of fixed and capital costs over a larger student base. Economy of scale theory, by its nature, implies that - financially - bigger is better. Organizational efficiency, on the other hand, recognizes that bigger schools and school districts may not always perform as efficiently as smaller ones. Services to remote areas may be more efficiently delivered through small service centres.

Thus, there exists a conflict between economies of scale and organizational efficiencies. The basis of this dilemma lies in the existence of both monetary and non-monetary benefits in the education process. Economies of scale associated with larger schools and districts result in quantifiable, monetary savings but may also cause less apparent, yet nonetheless relevant, qualitative, non-monetary losses in efficient and effective education.

Education Issues and Consequences

School Board Organization

The school board is the governing body given responsibility for the delivery of educational programs and services within a geographic region or for a particular group of citizens. During the school year 1989-90, the provincial school system was subdivided into 32 districts governed at the local or regional level by an elected school board. Of the 32 school boards, 18 were Integrated, 12 Roman Catholic, 1 Pentecostal and 1 Seventh Day Adventist. Districts range in size from

300 students under the Seventh Day Adventist board to over 19,000 students under the Roman Catholic School Board for St. John's.

The Schools Act outlines the formal duties and powers of school boards in this province. Boards are ultimately responsible for the organization and administration of the means of primary, elementary and secondary education in their districts. To this end, boards provide teachers, other educational personnel, professional services, programs and adequate facilities for the operation of schools. They also develop policies and improve the partnership among home, school and church. Because denominationalism is a major factor in determining school districts' physical parameters, philosophy and functions, boards must follow not only the guidelines established in *The Schools Act*, but must also adhere to the doctrines and provisions of their respective denominational authority.

Every school board is structured as a corporation, with the general authority inherent in such a structure. General elections which take place every four years are the mechanism through which citizens (not fewer than 7 and no more than 18) are elected to positions as school board trustees. Each school board is responsible for hiring the professional staff (superintendent, assistant superintendents, business manager, secretarial support, program co-ordinators) necessary for fulfilment of its legal mandate. In the process of doing their work, school boards also purchase, acquire or dispose of lands and property, manage district debts, prepare an annual budget and audit, and assume responsibility for the insurance requirements of all their buildings and equipment. Boards are also responsible for the provision of school busing. Policy development and the mandate to enter into contracts and agreements with other school boards, agencies or community groups for the joint use of resources, such as school buildings or community arenas, are powers vested with school boards. Boards can also raise money and, when necessary, expel students.

Characteristics of Effective School Boards. In his report to the Commission, Treslan defines the local school district as "a geographical area of student population over which a governing body (the school board) makes decisions regarding both the purpose and direction of educational experience".[4] In considering potential reorganization of the education system, the Commission considered a number of factors critical to the development of effective and efficient school districts. One of the key factors was size.

> *Size*. The Commission found no evidence that district size is a significant factor in student achievement, the quality of services or cost effectiveness. Some make the case that larger districts have advantages because spending priorities can be shifted to more productive activities, that achievement is generally higher, and that better qualified teachers tend to be associated with larger school systems. In most cases, however, differences in achievement cannot be traced to differences in district size. When differences do exist, it is extremely difficult, if not impossible, to isolate a causal relationship

between these variables when so many other factors affect student achievement.

It should be noted, however, that district size is not the only significant factor in productivity differences among schools. In many respects, the province is too small to exploit the prevailing economies of scale. Other factors include

Area and Distance. The geographical area for which the board is responsible and the distance between schools within the district are features which have implications for the effectiveness of student transportation, in-service provision, and visits from district office personnel.

Access. Topography and settlement patterns have resulted in many communities that are remote, isolated and/or otherwise small. Many of these communities can only be reached by boat or plane and this fact contributes to the difficulty of providing educational services. Travel to these communities as well as the provision of district services is much more expensive than in communities which are more easily accessible. Therefore, the number of such communities in each district must be a factor when considering organization.

Orientation. The proximity to major service centres, where goods and services are readily available and frequently less expensive, provides resources and attractions for both staff and students.

Demographic Trends. Changing demographic patterns will be felt more severely in some areas of the province than in others. Rural school districts are hit the hardest by declining enrolments which will make it much more difficult to maintain viable educational services.

Climatic Conditions. The harsh winter climate of most areas of this province can result in problems for travel, student transportation, school buildings and facilities, and in extended periods of isolation.

School Organization

The school, through its principal, teachers and other educational personnel, is responsible for assessing and developing the educational potential of the children who have been entrusted to it. Educators must co-operate with parents to strive to ensure that children receive an appropriate education, develop a love of learning and acquire adequate preparation to meet the challenges of a rapidly changing nation and world. Within the current denominational education system in this province, the school is also responsible for strengthening the partnership among home, church and school through religious education classes, the example of teachers, maintaining an overall Christian atmosphere, and other faith-building activities.

Part IV of *The Schools Act* contains the legislative provisions for the operation of schools. In it, the principal of the school is responsible for instructional leadership; the provision of education that is consistent with the Act; assessment of and provision for students' needs; informing parents of students' progress and development; evaluation of and feedback about school programs; managing the school; promoting positive relations among the school, community and home; evaluating teachers; maintaining students' records; maintaining discipline and suspending students.

In conjunction with their principal, teachers also have obvious responsibilities in the education process. They must design, implement, supervise and assess educational programs; instruct, encourage and evaluate students' progress; maintain order and discipline; encourage the participation of parents in the child's education and maintain expected standards of education while teaching the course of study prescribed or approved under *The Schools Act*.

Characteristics of Effective Schools. School organization is contingent on many logistical, religious, economic, educational and social factors which combine to determine the location and enrolment of individual Newfoundland schools. Before evaluating the relative merits of various types of schools, one should be aware of the characteristics generally agreed upon as reflecting good, effective schools. A good or effective school is one which has high expectations for, and attainment of, academic achievement, while emphasizing academic basics. It provides for individualized instruction, and utilizes academic learning time effectively and efficiently in an orderly, supportive school climate. Respectful relationships among students, teachers and administrators are developed and maintained in order to deliver a healthy balance of activities fostering the intellectual, physical, emotional, social and spiritual development of students.

Effective schools also recognize and respond to the need for teachers to pursue learning opportunities and support individual initiatives and new approaches to learning. Feedback and evaluation tools are consistently and constantly employed by teachers as well as by a principal who provides instructional leadership for the school.

Important in the establishment of a good school is supportive home/school/community relations. Through the integration of these characteristics a clear mission can be developed for good, effective schools. In this regard, several characteristics are worthy of examination.

> *Achievement*. The relationship between school size and achievement is significant, although it would be inappropriate to conclude that simply increasing school size will increase achievement levels. Most large schools are found in the large urban centres which have access to greater community resources and stimulative environments (human resources, facilities and Arts and Culture Centres, for example). Students in larger centres have an opportunity to see examples of the benefits of education, and see adults in many types of gainful employment. A significant variable related to

achievement, though, has been found to be socio-economic status. Most recent studies have shown that when socio-economic status is controlled for, school size itself becomes an insignificant predictor of achievement. Areas which can support a well-educated, skilled workforce, especially the civil service and university, will have parents who are able to support their children's academic activities, provide them with materials, and, as well, set high expectations and serve as role models. Well-educated and relatively well-off parents are also much more likely to provide a stimulating pre-school environment and be able to contribute to good health by adequately meeting children's nutritional requirements.

Cost. Because of scale economies and the ability to introduce efficiencies, the per unit cost of operating small schools is higher than for larger ones. Focus group participants, brought together to discuss the issue of school size, held that it is more expensive to close small community schools and bus students to central locations. However, there is no data to support this notion. Further, the costs associated with consolidation are dependent on many factors, not the least of which is the social cost of underachievement.

Community/School Relationship. Parental and community support are key elements in school improvement programs. If children are bused out of a community, ties to the school are cut, parents have little opportunity to visit the school, the teachers are not seen regularly, and there is likely to be a greater separation between home and school for both parents and children. Current reform movements have recognized the value of the role of parents in education.

Program. Arguments in favour of large schools usually focus on the improvements to school curriculum and extra-curricular programs. Traditionally program considerations have been regarded as more important at the high school level where a significant depth of subject-area knowledge is required to teach most courses. At the primary and elementary levels this is less likely to be the case.

School Size

Although in the Newfoundland context discussions of optimal school size are often academic – the reality is that small, isolated communities must have their own schools regardless of their population[5] – in many areas, small schools do exist side-by-side with other small schools. Indeed, this situation also exists in urban settings. The question then is whether the merits of these "optional" small schools outweigh the potential benefits that may be obtained through consolidation.

Based on the previously-stated characteristics of good schools, the relative merits of both small and large schools can be analyzed. For the purposes of this study, a school is considered *small* if it is exclusively a primary, elementary or junior high school with a mean grade enrolment of 12 or less, or, if it is a school where senior high school courses are provided, and the mean grade enrolment is 25 or less.[6]

Proponents of small schools have put forward strong arguments in favour of their existence. Small schools, they say, have a great level of school spirit and community involvement, and a better capacity to meet individual students' needs. Further, teachers in these schools become more involved in responding to students' academic and extra-curricular needs. The research to date, however, has been largely inconclusive. Questions about what is a successful school, or what are the factors which affect school success, have yet to be adequately resolved. Much of the confusion arises because small schools tend to be in small communities and, as a result, enrolment tends to be a function of population density. Further, much of the research has been conducted in the United States where small schools tend to be larger (average size, 477) than those in this province (average size, 250).

In this province, while studies have revealed that student achievement is highly correlated with school size, it has also been shown that most larger schools are located in urban areas which have access to wider human, physical and cultural resources. Thus, it would be extremely difficult to prove a causal relationship between student achievement and school size.

The main conclusion reached after careful analysis of the available research, focus group responses, and interviews is that the school size debate is inconclusive. This is because school size is but one of many factors which affect educational outcomes and the quality of school life. In some circumstances school size may be the most significant factor affecting the learning environment or achievement, but it is not the only factor.

Maximum School Size. Although the literature on school size is inconclusive, to determine the extent of duplication and for the purposes of costing various components of the system, a maximum desirable school size had to be established. Results from focus groups and research activities demonstrated that there are maximum levels which a school should not exceed. Given the characteristics of good schools and the continuing debate regarding the relative merits of small and large schools, the following guidelines have been established:

Primary & Elementary School: For schools offering Kindergarten through Grade 6 (K-6) programs, two streams are considered most effective, with average class sizes not exceeding 30 students per grade per stream. Thus, a maximum enrolment of 420 students for a K-6 school is suggested.

Junior High School: Students in Grades 7-9 are progressing through a particularly difficult period in their personal and social development – adolescence. For administrators and teachers to be fully sensitive to these needs, three streams are considered most effective for junior high schools, with average class sizes not exceeding 30 students per grade per stream. Typically, junior high grades are combined with either elementary or secondary grades. Thus, an enrolment of 90 students for each grade in the junior high level is suggested as optimal.

High School: Newfoundland's high schools need to be large enough to offer a wide curriculum and a host of extra-curricular activities but still small enough to provide a good atmosphere for learning and a sense of belonging for students and staff. Thus, the range of 500–800 students is suggested as optimal, with an enrolment ceiling of 900 students.

Despite these guidelines, it would be improper, impractical and insensitive for the Department of Education or any other provincial body to legislate minimum or maximum school size, as too many of the local factors described earlier come into play. School histories, traditional community rivalries, the role of the church and school reputations are just some of the many considerations which have influenced decision-makers in the past. Nevertheless, considerations related to the educational benefit for the students must take precedence over tangential local concerns and issues.

In any case, all parties to be affected by potential consolidation should have an opportunity to participate in the decision-making process: parents, students, teachers, principals, administrators, board members, board staff, town counsellors, and possibly other community groups and agencies. Others having expertise and interest in the education system as a whole would also have a role to play.

To conclude, so many factors come into play that the strengths and weaknesses of each school, whether small or large, must be treated independently. *Other things being equal, small schools generally do no better or worse than large schools – except that other things are almost never equal.*

Notes

1. Henry Levin, "Mapping the Economics of Education, an Introductory Essay", *Educational Researcher*, May 1989, p. 13.

2. Joint Denominational Education Council submission to the Task Force on Educational Finance, 1989.

3. C. Roebothan, P.J. Warren, and W. Dixon, *Financing Greater Equality and Excellence in the Newfoundland School System*, 1989.

4. D. Treslan, *An Examination of Critical Factors in the Establishment of Effective School Districts*, a background report to the Royal Commission on Education, 1992.

5. Many of the small schools in Newfoundland are also located in isolated communities. If the students in these schools were to go to larger facilities, they would have to spend varying amounts of time each day commuting by bus. The 1988 Small Schools Study recommended that primary and elementary children not be bused any farther than 10 km from their communities and high school pupils no farther than 30 km.

6. First derived by Riggs (1984) in his study of small schools and subsequently incorporated in the province's resource allocation program.

8

Presentation, Interpretation and Conclusions

This chapter presents the findings and conclusions of the cost study conducted by the Commission. A general overview and a description of the methodology used are described in Chapter Six and the contextual issues upon which the study was based are presented in Chapter Seven. The costs associated with each of the four models identified (see Figure 6.2) are examined here.

Model A – The Existing Denominational System

To calculate the costs of the various components of the existing system of education, it was first necessary to establish a baseline to which the costs of other alternatives could be compared. Model A is this baseline and, unlike the other models, represents an actual situation – the Newfoundland school system as it was organized and managed for the school year 1989-90. Model A calculations therefore use the actual number of school districts and schools, resource allocations, and operational expenditures which were in effect during that school year. Its costs are also a reflection of the policies and practices, the level of sharing and co-operation between and among denominations, and the level of funding available at that time.

District Organization

In 1989-90, as today, there were four separate denominational jurisdictions in the province (Table 8.1). The integrated system incorporated 18 school boards, the Roman Catholic system 12 boards, and the Pentecostal and Seventh Day Adventist systems each operated a single province-wide board. In total, there were 32 boards examined under Model A (see Figure 8.1 and 8.2). In 1960 there were

232 denominational school districts and another 38 boards for the administration of amalgamated schools, but the total number was reduced to 35 as a result of recommendations in the 1968 Royal Commission on Education. In the year under investigation, districts ranged in size from a small Seventh-Day Adventist school board operating seven schools for 301 students to a large urban Catholic board in St. John's operating 40 schools for almost 20,000 students. The average number of students served by a school board was 4,066.

Geography is a significant factor in the structure and organization of school districts. For some boards, the distances between the central office and some of its schools are enormous. For example, without factoring in indirect costs such as the inappropriate use of staff resources, a meeting between co-ordinators and teachers at an outlying school such as St. Joseph's All-grade in Croque, involving a two-day visit from central office in Corner Brook, generates a huge expense for the board. On the other hand, a similar assignment at a small urban board, such as Conception Bay South, would consume less than a half-hour travel time. The Pentecostal Assemblies School Board, which covers the entire province, utilizes two techniques to overcome the problems of geography: several regions of the province with large Pentecostal populations have resident program co-ordinators, and it utilizes school governing councils, to which considerable powers are delegated.

School Organization

For the year under investigation, there were 543 schools serving 130,109 students in approximately 302 communities. By and large, enrolment within each jurisdiction was limited to those of the same denomination. This was particularly evident among Roman Catholic districts which were composed of 92.8 percent Roman Catholic students. At the other extreme, almost 70 percent of the students enrolled in Seventh Day Adventist schools were not of that denomination. Of the total enrolment throughout Newfoundland, 3.2 percent was either unaffiliated with any of the founding denominations or professed no religion.

In addition to the publicly funded schools, there were six which were either private, separate native, institutional, or independent schools operated by the Department of Social Services. Together, these schools served some 600 students.

Further background information showing schools, teachers and enrolment by school district is presented in Table 8.2. Sixty percent of the school boards were rural in nature and approximately one-half of the students in the province were located in areas predominated by a rural lifestyle. Of the total students enrolled in schools, 16,621 attended 249 schools funded under the small school regulations, although, depending upon the definition used, it can be argued that the real number of small schools was far greater. Further, 883 students were funded under regulations pertaining to special education students, 1,120 pertaining to native students, and 234 pertaining to French first language students. Schools ranged in size from five students in Grades K-4 at Wiltondale to 1,195 in Grades 10-12 at Holy Heart High School, in St. John's. The average school size across the province was 240 students.

These schools were also set up under several grade arrangements, from elementary, to secondary, to all-grade, and every combination of school organization in between. Some high schools brought students in at the Grade 7 level, others at the Grade 9 level and others just offered senior high. Some communities were served by one denomination, others by a joint service arrangement, and others by several separate denominational schools.

The allocation of teaching and administrative units for Model A is presented in Table 8.3. Based on the existing policies in place at that time, there were 7,149 teachers, 377 principals and 353 central office staff. One teacher was allocated for every 23 students. Additional teaching units were allocated for students in small schools, for native and French language students, and for special services such as guidance, library resources and special education. The largest group other than classroom teachers was special education teachers. Additional central office personnel allocated for Vinland-Strait of Belle Isle, Deer Lake/St. Barbe South, Terra Nova-Cape Freels and Appalachia school boards were the result of the consolidation of boards which took place before the beginning of the 1990-91 school year.

Table 8.1: Background Information by Denominational Constituency, 1989-90.

Background Data	Integrated Boards	Roman Catholic Boards	Pentecostal Assemblies Boards	Seventh Day Adventist Boards	Combined
School districts	18	12	1	1	32
Average school district size	4,060	4,180	6,560	301	4,066
Schools	312	181	43	7	543
Average school size	234	277	153	43	240
Total enrolment	73,084	50,164	6,560	301	130,109
Enrolment Change - Last 5 years[1]	-11.6%	-9.5%	-2.4%	-12.5%	-10.3%
- Next 5 years[1]	-12.4%	-11.2%	-9.4%	-12.3%	-11.8%
Special education non-integrated	585	386	31	0	1,002
Percent non-integrated	0.8%	0.8%	0.5%	0.0%	0.8%
French Immersion enrolment	2,002	1,978	0	0	3,980
% French Immersion	2.7%	3.9%	0.0%	0.0%	3.1%
Other denominations & no religion	13,863	3,612	1,171	210	4,183[2]
% other denominations & no religion	19.0%	7.2%	17.9%	69.8%	3.2%
Superintendents	19	12	1	-	32
Asst. superintendents	50	28	4	-	82
Program co-ordinators	142	87	9	1	239
Teachers	4,229	2,866	406	25	7,526
Total	4,440	2,993	420	26	7,879
Pupil/teacher ratio	17.3	17.5	16.2	12.0	17.3
Teacher/pupil ratio (tchs/1000 pupils)	57.9	57.1	61.9	83.1	57.8
Average age	38.8	39.7	37.4	43.7	39.1
Average years experience	15.0	16.0	13.4	13.7	15.3
Participation rate[3]	79.2	73.9	69.0	28.6	76.6
Pass rate[4]	78.7	81.7	81.1	76.9	79.8

Notes: [1] *Toward 2000* (1990), most-likely projection. [2] Percentage of the total enrolment not affiliated with either of the founding denominations or professing no religion. [3] Grade 12 enrolment as a percent of Grade 8 enrolment 4 years earlier (not adjusted for migration). [4] Total eligible graduates as a percent of total graduates.
Source: Department of Education, various databases.

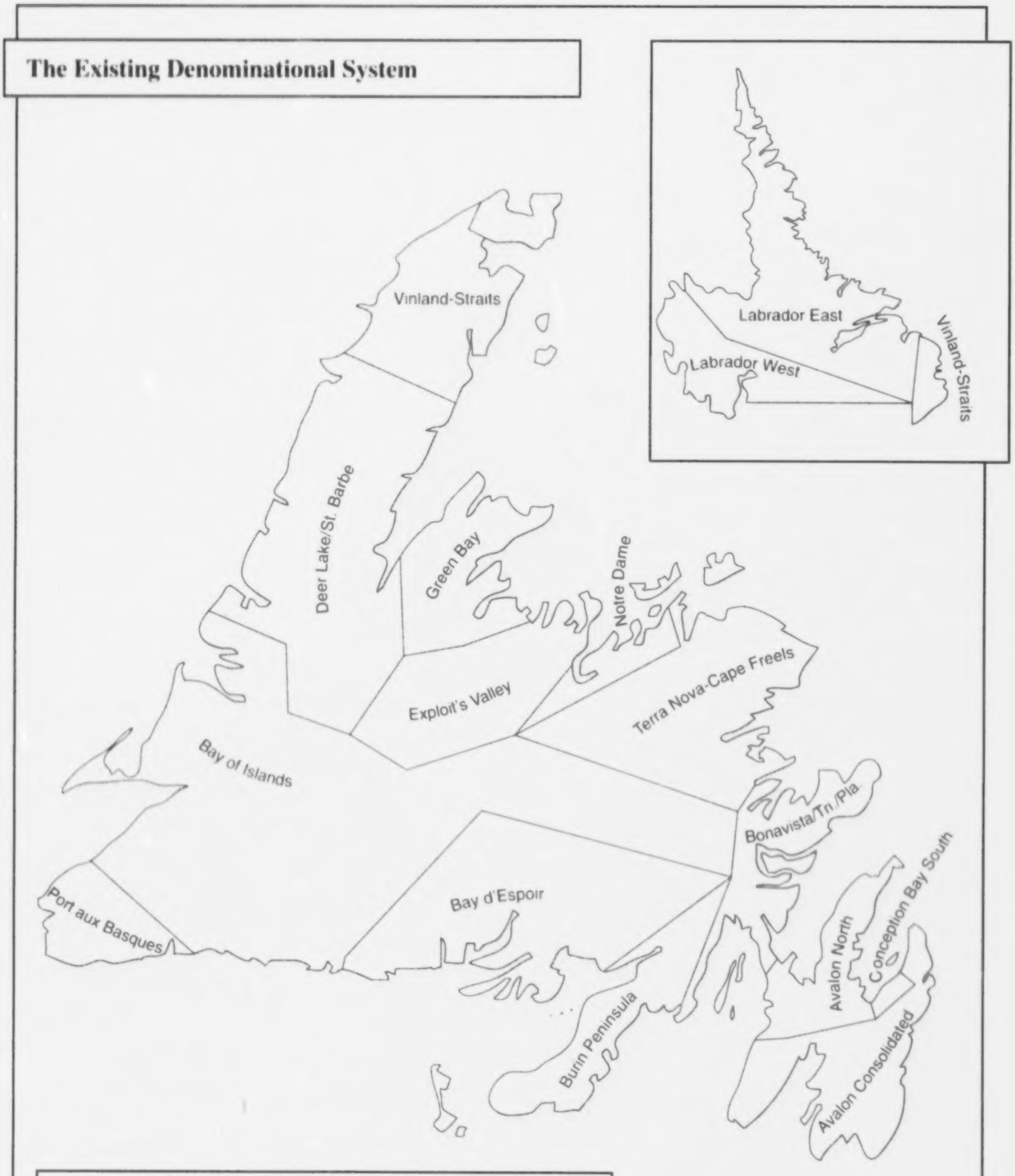

The Existing Denominational System
Labrador East
Labrador West
Vinland-Straits
Vinland-Straits
Deer Lake/St. Barbe
Green Bay
Notre Dame
Exploit's Valley
Terra Nova-Cape Freels
Bay of Islands
Bonavista/Tri./Pla.
Conception Bay South
Avalon North
Bay d'Espoir
Port aux Basques
Burin Peninsula
Avalon Consolidated

Figure 8.1: Model A — Integrated School Districts.

The Existing Denominational System

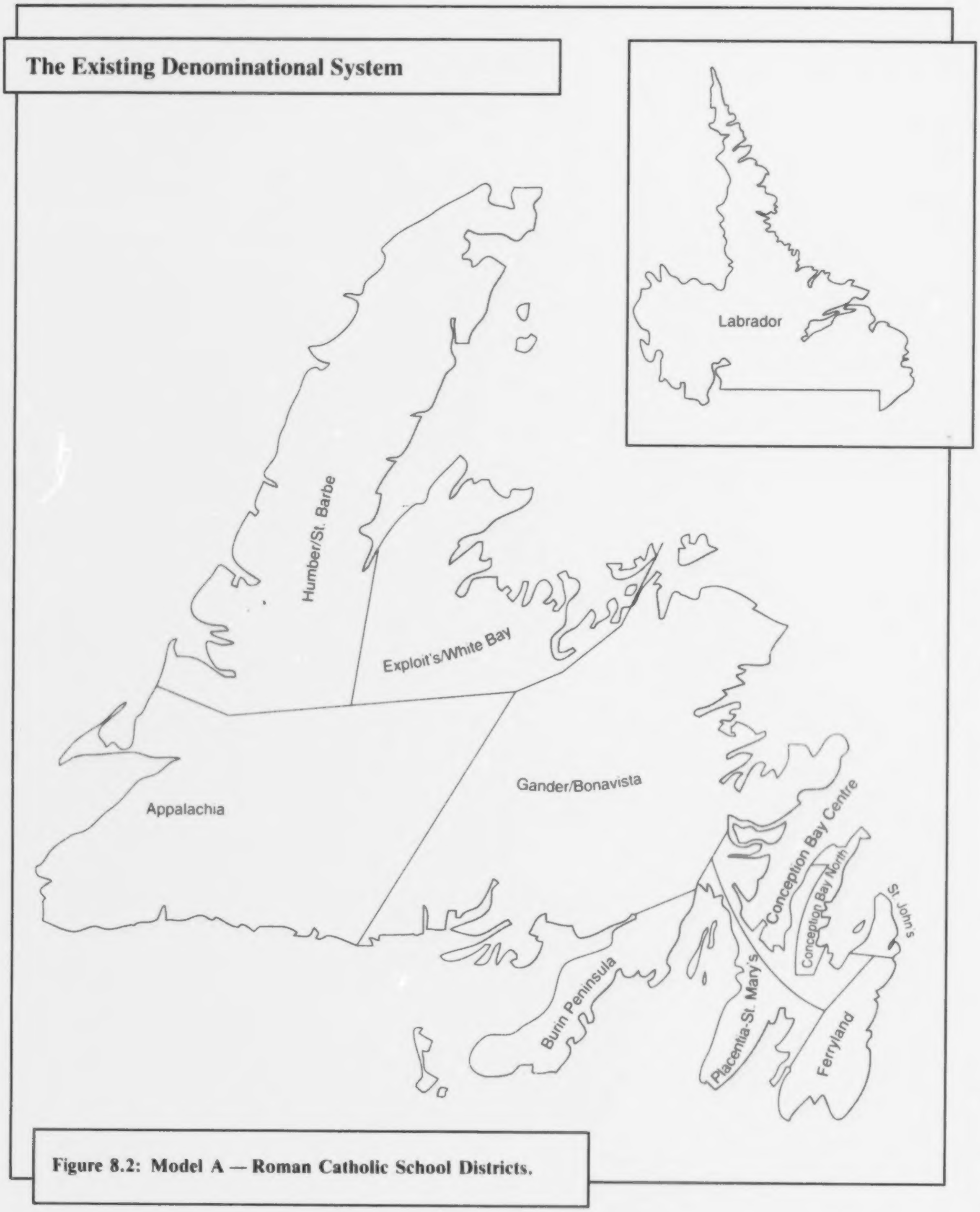

Labrador
Humber/St. Barbe
Exploit's/White Bay
Appalachia
Gander/Bonavista
Conception Bay Centre
Conception Bay North
St. John's
Burin Peninsula
Placentia-St. Mary's
Ferryland

Figure 8.2: Model A — Roman Catholic School Districts.

Table 8.2. Schools, Teachers and Enrolment by School District, June 30, 1990 – Model A.

School District	Schools	Tchrs[1]	Total	%Rural	Small	%Small	T.P.R.[2]
Vinland-Straits	32	247	3,637	100.0	1,457	40.1	72.1
Deer Lake	26	274	4,021	83.3	1,406	34.9	71.2
Green Bay Int.	23	203	3,161	100.0	973	30.8	67.4
Exploit's Valley	19	266	4,005	19.1	223	5.6	69.5
Notre Dame Int.	13	204	2,954	100.0	377	12.8	71.8
Terra Nova Int.	29	494	7,709	78.0	681	8.8	66.9
Bon/Tri/Pla Int.	21	353	6,255	100.0	854	13.7	59.1
Avalon North Int.	38	506	8,683	79.8	318	3.7	61.0
Avalon Consolidated	27	632	11,427	3.7	-	-	58.7
Burin Peninsula	14	199	3,239	100.0	424	13.1	64.5
Bay d'Espoir Int.	12	126	1,691	100.0	1,255	74.2	78.2
Port aux Basques	13	142	2,374	41.4	438	18.4	61.6
Bay of Islands Int.	19	379	6,320	26.1	608	9.6	62.1
Labrador East Int.	12	168	2,205	43.0	307	13.9	80.8
Labrador West Int.	5	115	1,923	0.0	-	-	61.1
Con. Bay South Int.	9	183	3,480	0.0	7	0.2	55.5
Burin Peninsula R.C.	14	255	4,060	85.1	1,230	30.3	65.5
Con. Bay Centre RC	8	97	1,665	100.0	-	-	60.4
Con. Bay North RC	11	146	2,444	54.5	286	11.7	62.2
Exploit's/White Bay	14	171	2,551	32.5	559	21.9	69.5
Ferryland RC	12	122	2,062	84.8	45	2.2	62.9
Gander/Bonavista RC	15	164	2,467	75.6	547	22.2	70.0
Humber/St. Barbe RC	21	243	4,016	39.3	611	15.2	63.5
Labrador RC	9	200	2,882	22.5	796	27.6	73.4
Pla.-St. Mary's RC	17	202	3,213	100.0	660	20.5	66.5
Appalachia RC	20	364	5,363	69.1	248	7.3	70.5
St. John's RC	40	1,044	19,441	3.2	-	-	56.7
Pentecostal	43	395	6,560	68.0	2,014	30.7	63.9
Seventh Day Adventist	7	26	301	8.3	206	68.4	89.7
Total Province	**543**	**7,920**	**130,109**	**50.7**	**16,621**	**12.8**	**63.9**

Notes: [1]Includes full-time and part-time. [2]Teacher-pupil ratio (teachers per 1,000 pupils).

Source: Department of Education, *Education Statistics: Elementary-Secondary*, March 1990; and various databases.

Table 8.3: Academic Allocations by School District, Model A.

						School Staff						Central Office			Total
School District	Basic	Guid.	Lib.	Small	Mean	Native	French	Spec Ed	Total	Prin.	Supt.	Asst.	Co-ord	Total	Alloc
1 Vinland Int.	72.1	1.7	1.7	11.8	4.0	0.0	0.0	12.4	103.7	4.5	1.0	2.0	7.0	10.0	118.2
2 Strait of Belle Isle Int.	86.1	2.0	2.0	10.0	4.0	0.0	0.0	14.9	119.0	8.0	1.0	2.0	7.0	10.0	137.0
3 Deer Lake/ St Barbe	174.9	4.0	4.0	21.1	4.0	0.0	0.0	28.9	237.0	13.5	2.0	4.0	14.0	20.0	270.5
4 Green Bay Int.	137.5	3.2	3.2	14.6	4.0	0.0	0.0	23.7	186.1	10.5	1.0	2.0	7.0	10.0	206.6
5 Exploits Valley Int.	174.2	4.0	4.0	3.3	0.0	0.0	0.0	28.0	213.6	12.5	1.0	2.0	7.0	10.0	236.1
6 Notre Dame Int.	128.5	3.0	3.0	5.7	0.0	0.0	0.0	20.7	160.7	9.0	1.0	2.0	7.0	10.0	179.7
7 Terra Nova Int.	271.2	6.2	6.2	5.2	0.0	0.0	0.0	43.7	332.6	17.0	1.0	4.0	8.0	13.0	362.6
8 Cape Freels Int.	64.1	1.5	1.5	5.0	2.0	0.0	0.0	11.1	85.1	4.0	1.0	2.0	7.0	10.0	99.1
9 Bon-Tri-Placentia Int.	272.1	6.3	6.3	12.8	0.0	0.0	0.0	43.8	341.2	17.0	1.0	4.0	8.0	13.0	371.2
10 Avalon North Int.	377.7	8.7	8.7	4.8	0.0	0.0	0.0	60.8	460.6	24.5	1.0	5.0	10.0	16.0	501.1
11 Avalon Consolidated	497.1	11.4	11.4	0.0	0.0	0.0	0.0	62.8	582.8	28.5	1.0	5.0	10.0	16.0	627.3
12 Burin Peninsula Int.	140.9	3.2	3.2	6.4	0.0	0.0	0.0	22.7	176.4	10.0	1.0	2.0	7.0	10.0	196.4
13 Bay D'Espoir Int.	73.6	1.7	1.7	18.8	4.0	0.0	0.0	12.7	112.4	5.5	1.0	2.0	7.0	10.0	127.9
14 Port aux Basques Int.	103.3	2.4	2.4	6.6	2.0	0.0	0.0	17.8	134.4	7.0	1.0	2.0	7.0	10.0	151.4
15 Bay of Islands Int.	274.9	6.3	6.3	9.1	0.0	0.0	0.0	44.2	340.9	18.5	1.0	4.0	8.0	13.0	372.4
16 Labrador East Int.	95.9	2.2	2.2	4.6	2.0	25.2	0.0	16.5	148.7	7.0	1.0	2.0	7.0	10.0	165.7
17 Labrador West Int.	83.7	1.9	1.9	0.0	0.0	0.0	0.0	13.5	101.0	5.0	1.0	2.0	7.0	10.0	116.0
18 Conception Bay South Int.	151.4	3.5	3.5	0.1	0.0	0.0	0.0	24.4	182.8	8.5	1.0	2.0	7.0	10.0	201.3
19 Bay St. George RC	85.7	2.0	2.0	1.4	0.0	0.0	0.0	13.8	104.8	6.5	1.0	2.0	7.0	10.0	121.3
20 Burin Peninsula RC	176.6	4.1	4.1	18.5	0.0	0.0	0.0	28.4	231.6	11.0	1.0	3.0	7.0	11.0	253.6
21 Conception Bay Centre RC	72.4	1.7	1.7	0.0	0.0	0.0	0.0	11.7	87.4	5.5	1.0	2.0	7.0	10.0	102.9
22 Conception Bay North RC	106.3	2.4	2.4	4.3	0.0	0.0	0.0	17.1	132.6	9.0	1.0	2.0	7.0	10.0	151.6
23 Exploits-White Bay RC	111.0	2.6	2.6	8.4	2.0	0.0	0.0	19.1	145.6	8.0	1.0	2.0	7.0	10.0	163.6
24 Ferryland RC	89.7	2.1	2.1	0.7	2.0	0.0	0.0	15.5	112.0	5.5	1.0	2.0	7.0	10.0	127.5
25 Gander-Bonavista RC	107.3	2.5	2.5	8.2	2.0	0.0	0.0	18.5	141.0	9.0	1.0	2.0	7.0	10.0	160.0
26 Humber-St. Barbe RC	174.7	4.0	4.0	9.2	2.0	0.0	0.0	30.1	224.0	12.0	1.0	2.0	7.0	10.0	246.0
27 Labrador RC	125.4	2.9	2.9	11.9	0.0	17.4	2.4	20.2	183.0	8.5	1.0	2.0	7.0	10.0	201.5
28 Placentia-St. Mary's RC	139.8	3.2	3.2	9.9	2.0	0.0	0.0	24.1	182.2	9.0	1.0	2.0	7.0	10.0	201.2
29 Port au Port RC	147.6	3.4	3.4	3.7	0.0	0.0	7.0	23.8	188.9	10.0	1.0	2.0	7.0	10.0	208.9
30 St. John's RC	845.7	19.4	19.4	0.0	0.0	0.0	0.0	106.9	991.5	47.0	1.0	5.0	10.0	16.0	1.054.4
31 Pentecostal Assemblies	285.4	6.6	6.6	30.2	2.0	2.2	0.0	49.2	382.1	24.0	1.0	4.0	9.0	14.0	420.1
32 Seventh-Day Adventist	13.1	0.3	0.3	3.1	4.0	0.0	0.0	2.3	23.0	1.5	0.0	0.0	1.0	1.0	25.5
Total	5.659.8	130.1	130.1	249.3	42.0	44.8	9.4	883.1	7.148.6	377.0	32.0	82.0	239.0	353.0	7.878.5

Source: Department of Education, Teacher Allocation Database.

BEST COPY AVAILABLE

Student Transportation

Student transportation is one of the major services provided to students in the province. It takes a significant share of the education budget, takes considerable time and commitment, and requires a great deal of energy from central office staff to secure an effective and efficient network. The provision of co-operative student transportation networks among boards has not always been possible because school districts either resist joint service arrangements, find them impractical, or cannot reach agreement with another jurisdiction.

At the time of the study, student transportation was administered through a number of different means throughout the province. Some boards owned their own fleet of buses, others contracted out for the service, and others co-operated with boards of a different denomination to provide a regional service. Of the 1,015 bus routes in the province, more than 400 were board owned and serviced, while the remainder were contracted through the public tendering process. Under the present system, boards that own their own fleet of buses receive 100 percent of the cost of running the service. All other boards contract private firms. These boards receive 90 percent of the cost of running that service. Placing the burden of financing the remaining 10 percent on these school boards is considered an incentive to economize and keep costs at a reasonable level.

With the exception of Fogo, Wabush, Labrador City, Happy Valley and Goose Bay (where any student may be bused between November 15 and April 15 each school year), school boards were reimbursed for transporting students who resided more than 1.6 km (one mile) from the school they attended. Approximately 80,000 students got to school by bus, representing some 61.5 percent of the total students in the province. Factoring out students in St. John's, most of whom were ineligible because the St. John's Transportation Commission has the exclusive right to operate transportation services in the city, approximately 66 percent of the remaining eligible students in the province used school buses to get to school.

The total cost of transporting students was $27.8 million or 5.7 percent of the total current account expenditure of the Department of Education. Of that amount, $2.4 million was used to transport kindergarten students and $1.7 million was used to transport handicapped students. The average route was 16.6 km in length and cost $17,576 per contract.

Summary of Costs

In 1989-90, operating funds for school boards came from two sources. Direct grants from government accounted for 93 percent of the total cost. These included grants for the operations and maintenance of schools and central offices, teachers' salaries, student transportation, textbooks and other special services and programs.

The remaining 7 percent was raised locally. The main source of local funds was direct school taxation, which accounted for $27.5 million in 1989-90. Boards also raised money through local assessments, rentals and donations. Further, schools supplemented their operating costs through on-site fund raising such as chocolate bar sales, flea-markets, and walk-a-thons.

Operating grants were paid directly to school boards on a non-discriminatory basis, with each board receiving an equal per-pupil amount for the operation and maintenance of its schools. Other grants neutralize some of the inequities inherent in a per-pupil funding formula. One, for example, reimbursed those boards in which lighting and heating costs are higher than the provincial average. Another compensated school boards for school bus transportation costs above the provincial average transportation cost per pupil.

A summary of the operating expenditures is presented in Table 8.4. Because it is too cumbersome to show these numbers at the school district level, data are summarized by denominational jurisdiction. Additional analysis of the per-pupil expenditure by school district is presented later. Operating funds were disbursed under the following five general headings.

Administration expenditures. The operation and maintenance of central offices including the salaries and benefits of superintendents, business managers and other office support staff accounted for 3.5 percent ($18.2 million) of the total education expenditure. Some would argue that, because of accounting practices, this figure is arbitrarily low because some central office staff (e.g. Assistant Superintendent, Administration) were accounted for under instruction rather than administration categories. Of the total administration expenditure, 69.6 percent was spent on salaries and benefits.

Instruction expenditures. These are the instructional costs of operating schools, including the salaries and benefits of assistant superintendents, program co-ordinators, principals, and teachers, and other costs associated with instruction such as materials and supplies, teacher in-service training, conferences and travel. The provision of instruction is the *raison d'etre* of the education system, and it accounted for over 80 percent of the total cost. Of that amount, 96.8 percent was committed to salaries and benefits including (for some reason) those for school secretaries ($5.6 million). Instructional materials such as textbooks, resource materials, library supplies and teaching aids accounted for 1.7 percent of the total education expenditure.

Operations and maintenance expenditures. The operation and maintenance of schools, including the salaries and benefits of janitorial and secretarial services, equipment, repairs, snow clearing, heat and light, and municipal services, cost just under 9 percent ($45.6 million) of total expenditures. The two largest components were the salaries and benefits of janitorial and maintenance staff ($20.3 million), and heat and light ($12.8 million). Repairs and maintenance to buildings and equipment accounted for another $6.5 million.

Pupil transportation expenditures. The costs associated with the operation and maintenance of a board owned fleet of buses or the cost of contracting such services accounted for 5.7 percent ($29.4 million) of the total education expenditure. Over 43 percent ($12.8 million) of that cost was used to operate and maintain board owned fleets and approximately $2 million was committed for the transportation of students with special physical needs.

Other expenditures. Ancillary services such as teachers' residences and school cafeterias, and various interest expenses resulting from school construction, equipment purchase and vehicles consumed the remaining 1 percent of the total cost of education. The largest component ($4.7 million) was committed to interest on monies borrowed, in particular, for school construction.

Per-pupil costs, broken down for each of the major expenditure areas, are presented in Table 8.5. Several points are worthy of note: (1) the low per-pupil cost of administration for the Avalon Consolidated board ($85); (2) the high per-pupil cost of operating the Seventh-Day Adventist board ($5,923), particularly to administer it ($440); (3) the high costs for busing within the Notre Dame and Humber-St. Barbe boards; and (4) the high cost of operating and maintaining schools for the Avalon Consolidated board ($405).

Table 8.4: School Board Expenditures by Denominational Jurisdiction, 1989-90.

		Current Expenditures	Integrated Districts	Catholic Districts	Pentecostal District	SDA District	Total Province
		Administration Expenditures					
51	11	Salaries & Wages (Gross)	6,541,060	4,528,088	521,213	84,977	11,675,338
	12	Employee Benefits	526,946	401,184	46,392	12,222	986,744
	13	Office Supplies	242,543	210,726	22,991	1,737	477,997
	14	Office Furniture & Equipment	22,974	64,064	6,242		93,280
	15	Postage	145,136	66,135	15,079	1,121	227,471
	16	Telephone	377,084	251,075	20,795	4,538	653,492
	17	Office Equipment Rentals and Repairs	243,316	150,356	20,116		413,788
	18	Bank Charges	51,058	87,181	98	905	139,242
	19	Electricity	187,454	68,624	3,062		259,140
	21	Fuel	16,861	28,356	7,344		52,561
	22	Insurance	19,120	42,990	300	122	62,532
	23	Repairs & Maintenance (Office Building)	113,609	75,837	1,373		190,819
	23	Travel	477,072	386,462	53,278	6,593	923,405
	25	Board Meeting Expenses	127,037	133,782	28,050	1,206	290,075
	26	Election Expenses	59,732	28,922	18,374		107,028
	27	Professional Fees	255,582	135,207	12,912		403,701
	28	Advertising	163,702	104,289	1,082	385	269,458
	29	Membership Dues	170,252	137,614	15,627	125	323,618
	31	Municipal Service Fees	7,197	3,209			10,406
	32	Rental of Office Space	48,339	57,049			105,388
	33	Relocation Expenses	26,300	7,799		6,962	41,061
	34	Miscellaneous	241,455	248,745	3,881	4,364	498,445
		Total Administration Expenditures	10,063,829	7,217,694	798,209	125,257	18,204,989

		Instruction Expenditures		Integrated	Catholic	Pentecostal	SDA	Total
52	10	Instructional Salaries (Gross)						
	11	Teachers' Salaries	- Regular	208,005,624	137,215,142	17,262,240	1,128,059	363,611,065
	12		- Substitute	6,096,079	5,948,951	547,379	48,322	12,640,731
	13		- Board Paid	866,832	730,565	41,124		1,638,521
	14	Augmentation		730,173	569,827			1,300,000
	15	Employee Benefits		11,183,414	8,955,087	1,534,881		21,673,382
	16	School Secretaries	- Salaries	2,779,515	2,022,956	202,259		5,004,730
	17		- Benefits	301,619	269,623	25,096		596,338
	18	Other (Specify)		363,250	507,053			870,303
				230,326,506	156,219,204	19,612,979	1,176,381	407,335,070
52	40	Instructional Materials						
	41	General Supplies		1,651,249	1,109,321	46,325	2,501	2,809,396
	42	Library Resource Materials		864,876	474,676	65,061	3,974	1,408,587
	43	Teaching Aids		1,706,537	1,289,951	210,681	35,361	3,242,530
	44	Textbooks		620,026	477,032	95,549	2,161	1,194,768
				4,842,688	3,350,980	417,616	43,997	8,655,281
52	60	Instructional Furniture & Equipment						
	61	Replacement		636,801	300,058	48,639	730	986,228
	62	Rentals and Repairs		468,153	302,924	48,885	6,535	826,497
				1,104,954	602,982	97,524	7,265	1,812,725
52	80	Instructional Staff Travel						
	81	Program Co-ordinators		418,382	244,733	41,215		704,330
	82	Teachers' Travel		187,776	129,120	16,214		333,110
	83	In-service and Conferences		448,351	238,022	60,442	13,907	760,722
				1,054,509	611,875	117,871	13,907	1,798,162
52	90	Other Instructional Costs						
	91	Postage and Stationery		341,517	42,519	11,274	452	395,762
	92	Miscellaneous		293,765	404,203	333	3,109	701,410
				635,282	446,722	11,607	3,561	1,097,172
		Total Instructional Expenditures		237,963,939	161,231,763	20,257,597	1,245,111	420,698,410

		Operations & Maintenance Expenditures - Schools		Integrated	Catholic	Pentecostal	SDA	Total
53	11	Salaries	- Janitorial	7,610,952	6,384,005	564,285	39,957	14,599,199
	12		- Maintenance	2,160,034	1,201,507	175,415		3,536,956
	13	Employee Benefits		1,057,241	962,907	102,775	3,952	2,126,875
	14	Electricity		5,348,279	3,621,795	487,732	34,535	9,492,341
	15	Fuel		1,954,886	1,208,157	165,069	8,765	3,336,877
	16	Municipal Service Fees		231,939	165,103	13,977	787	411,806
	17	Telephone		731,153	460,667	81,620	6,199	1,279,639
	18	Vehicle Operating and Travel		206,361	147,394	25,701		379,456
	19	Janitorial Supplies		770,901	524,225	108,240	7,986	1,411,352
	21	Janitorial Equipment		57,962	30,427	7,001		95,390
	22	Repairs & Maintenance	- Buildings	3,637,409	1,908,153	779,775	11,674	6,337,011
	23		- Equipment	151,576	3,597	2,094		157,267
	24	Contracted Services	- Janitorial	711,554	260,894	8,287		980,735
	25	Snow Clearing		449,833	383,259	29,830	2,074	864,996
	26	Rentals		15,022	447,566			462,588
	27	Other (Specify)		17,196	94,339	500		112,035
	Total Operations & Maintenance			25,112,298	17,803,995	2,552,301	115,929	45,584,523

		Pupil Transportation Expenditures	Integrated	Catholic	Pentecostal	SDA	Total
54	10	Operation & Maintenance of Board Owned Fleet					
	11	Salaries - Administration	252,764	116,957			369,721
	12	" - Drivers and Mechanics	4,187,272	1,700,020		45,289	5,932,581
	13	Employee Benefits	478,899	199,022		7,058	684,979
	14	Debt Repayment - Interest	749,958	431,500		9,096	1,190,554
	15	- Principal	912,456	532,163		13,451	1,458,070
	16	Bank Charges	2,657	2,521			5,178
	17	Gas and Oil	1,106,696	475,072		20,978	1,602,746
	18	Licenses	92,033	36,181		1,027	129,241
	19	Insurance	100,607	40,477		2,310	143,394
	21	Repairs & Maintenance - Fleet	542,536	242,210		20,063	804,809
	22	- Building	24,445	9,480			33,925
	23	Tires and Tubes	131,071	47,874		2,531	181,476
	24	Heat and Light	41,268	20,561			61,829
	25	Municipal Service	705	5,237			5,942
	26	Snow Clearing	9,190	9,630			18,820
	27	Office Supplies	17,362	4,350			21,712
	28	Rent	0	0			0
	29	Travel	18,067	5,607			23,674
	31	Professional Fees	13,695	6,338			20,033
	32	Miscellaneous	31,497	23,729		(8)	55,218
	33	Telephone	15,930	6,255			22,185
	34	Capital Expenditure Out of Current	23,238	0			23,238
			8,752,346	3,915,184		121,795	12,789,325
54	40	Contracted Services					
	41	Regular Transportation	8,098,340	5,904,553	739,509		14,742,402
	42	Handicapped	777,887	1,046,916	39,958	251	1,865,012
			8,876,227	6,951,469	779,467	251	16,607,414
		Total Pupil Transportation	17,628,573	10,866,653	779,467	122,046	29,396,739

		Other Expenditures	Integrated	Catholic	Pentecostal	SDA	Total
55	10	Ancillary Services					
	11	Operation of Teachers' Residences	259,302	329,498	6,507		595,307
	31	Cafeterias	174,502	22,660			197,162
	32	Other (Specify)	205,022	0			205,022
			638,826	352,158	6,507	0	997,491
56	10	Interest Expense					
	12	Capital					
		School Construction	2,330,040	539,990	280,456	16,266	3,166,752
		Equipment	9,741	0			9,741
		Service Vehicles	2,107	515			2,622
		Other	35,389	21,632		30,393	87,414
			2,377,277	562,137	280,456	46,659	3,266,529
	13	Current - Operating Loans	128,523	1,292,364			1,420,887
	14	- Supplier Interest Charges	19,065	25,239			44,304
			147,588	1,317,603	0	0	1,465,191
		Total Interest Expense	2,524,865	1,879,740	280,456	46,659	4,731,720
57	10	Miscellaneous Expenses					
57	11	Miscellaneous (Specify)	9,516	57,175			66,691
		Total Current Expenditures	293,941,846	199,409,178	24,674,537	1,655,002	519,680,563

Note: Some totals may not add due to rounding.

Table 8.5: Per-pupil Expenditures by Type of Service by School District, 1989-90.

School District	Admin.	Instr.	Operations	Trans.	Other	Total
1 Vinland Int.	199	2967	308	263	100	3837
2 Strait of Belle Isle Int.	158	3147	304	282	59	3950
3 Deer Lake/St. Barbe	124	2974	265	154	90	3607
4 Green Bay Int.	130	3063	247	337	69	3846
5 Exploits Valley Int.	135	3200	311	356	130	4132
6 Notre Dame Int.	128	3212	314	639	31	4324
7 Terra Nova Int.	105	2929	285	317	92	3728
8 Cape Freels Int.	166	2989	307	209	48	3719
9 Bon-Tri-Placentia Int.	115	2512	251	248	91	3217
10 Avalon North Int.	115	2864	274	204	48	3505
11 Avalon Consolidated	85	2795	405	114	134	3533
12 Burin Peninsula Int.	143	2952	250	231	160	3736
13 Bay D'Espoir Int.	189	3424	300	136	128	4177
14 Port aux Basques Int.	132	2621	288	183	14	3238
15 Bay of Islands Int.	78	2842	348	20	85	3373
16 Labrador East Int.	203	3815	431	320	74	4843
17 Labrador West Int.	226	3730	303	192	95	4546
18 Conception Bay South Int.	121	2745	249	181	28	3324
19 Bay St. George RC	162	3106	375	286	104	4033
20 Burin Peninsula RC	118	2802	292	229	52	3493
21 Conception Bay Centre RC	161	2911	322	266	25	3685
22 Conception Bay North RC	158	2952	312	245	1	3668
23 Exploits-White Bay RC	146	3095	351	22	20	3634
24 Ferryland RC	124	2958	335	268	61	3746
25 Gander-Bonavista RC	126	3049	306	145	38	3664
26 Humber-St. Barbe RC	115	2934	342	465	25	3881
27 Labrador RC	224	3792	353	246	197	4812
28 Placentia-St. Mary's RC	128	2986	299	223	31	3667
29 Port au Port RC	132	3175	305	197	27	3836
30 St. John's RC	97	2659	337	129	99	3321
31 Pentecostal Assemblies	103	2704	318	114	50	3289
32 SDA	440	4518	392	428	145	5923
Total	123	2924	318	209	78	3652

Source: Department of Education, Teacher Allocation Database.

Model B – A Rational Denominational System

Term 2 of the Commission's Terms of Reference required it to "examine the extent to which school districts and schools can be further consolidated and costs associated with such consolidation". There are two contexts under which consolidation could be examined, and the Commission considered both. The first context is the existing denominational system (considered in Model A) and the second is a context unconstrained by separate and independent denominational boards (Models C and D). This model examines consolidation within the first context, estimating the potential for consolidation within the denominational system and measuring the savings that could result.

To compare it with the existing system (Model A), Model B thus establishes an efficient, "slimmed-down" denominational system. In other words, it depicts what the existing system would look like and cost at a maximum level of consolidation and sharing among schools and school districts. Within this framework, the number of school boards would be reduced to minimum levels and schools would be consolidated, based upon acceptable parameters for school size, reasonable conditions for student transportation and demonstrated need. Model B, however, maintains the same denominational separation which exists under Model A described earlier.

District Organization

To determine the most efficient number of districts and their boundaries, several investigative strategies were employed. First was a review of research related to district organization, the findings of which are presented in Chapter 7 of this study. Second, specific reports on the reorganization of the local denominational systems were examined. Third, with assistance from expert panels, proposals on the number and boundaries of school districts were developed and finalized. Finally, sensitivity analyses were performed to help test and validate the findings and conclusions.

A comprehensive review of integrated school districts was completed in 1987. That report focused on the need for consolidation of specific school districts in the face of declining enrolments and spiralling operating costs.[1] A number of the changes proposed in their report had already been acted upon at the time of this study, such as the consolidation of Deer Lake with St. Barbe South, Cape Freels with Terra Nova, and Strait of Belle Isle with Vinland. Other areas identified for re-examination at a later date included Labrador, Port aux Basques, Bay d'Espoir, Conception Bay South, and central Newfoundland.

One of the more forward looking studies was commissioned for the Catholic Education Council.[2] That report revealed the need to alter the structure of the existing denominational system and replace it with a streamlined inter-denominational prototype. The report recommended 12 educational co-terminous regions with a dual administration each containing separate, integrated and Roman Catholic districts. This report, however, was rejected by the Council and a second study was commissioned (Collins, 1989). Collins also suggested a number of changes, including the consideration of a model of systematic regional co-operation.[3]

Verge (1989) in a study of the Pentecostal system also advocated a spirit of inter-denominational co-operation and innovative structural change.[4] While the Pentecostal system with only one board cannot consolidate further, talks have taken place about the potential for expansion.

Based on the findings of these studies and its other research, Model B condenses the 29 districts in place at the end of the school year 1990 to 19 denominational districts. As a result, the integrated system is reduced from 16 to ten districts, the Roman Catholic system is reduced from 11 to seven and the Pentecostal and Seventh Day Adventist systems remain as they were (see Figure 8.3 and 8.4).

A complete list of the Model B districts along with the enrolment, schools, average school size and enrolment in small schools is presented in Table 8.6. All data are presented prior to any decisions regarding the consolidation of schools and the allocation of teaching units. Of particular note is the diversity in size among districts, ranging from 2,882 in Labrador Roman Catholic to 21,503 in St. John's Roman Catholic. The average district under this model has 6,848 students in 29 schools, and the average school size is just under 240 students. The Seventh-Day Adventist board has, on average, very small schools (43 students) with 68.4 percent of its students enrolled in provincially funded small schools.

School Organization

As with district consolidation, examination of the issue of school consolidation involved an extensive investigative process. First, the Commission undertook a review of research related to the factors critical to school success followed by an exhaustive consultation process in which focus groups were held throughout the province.

A Rational Denominational System

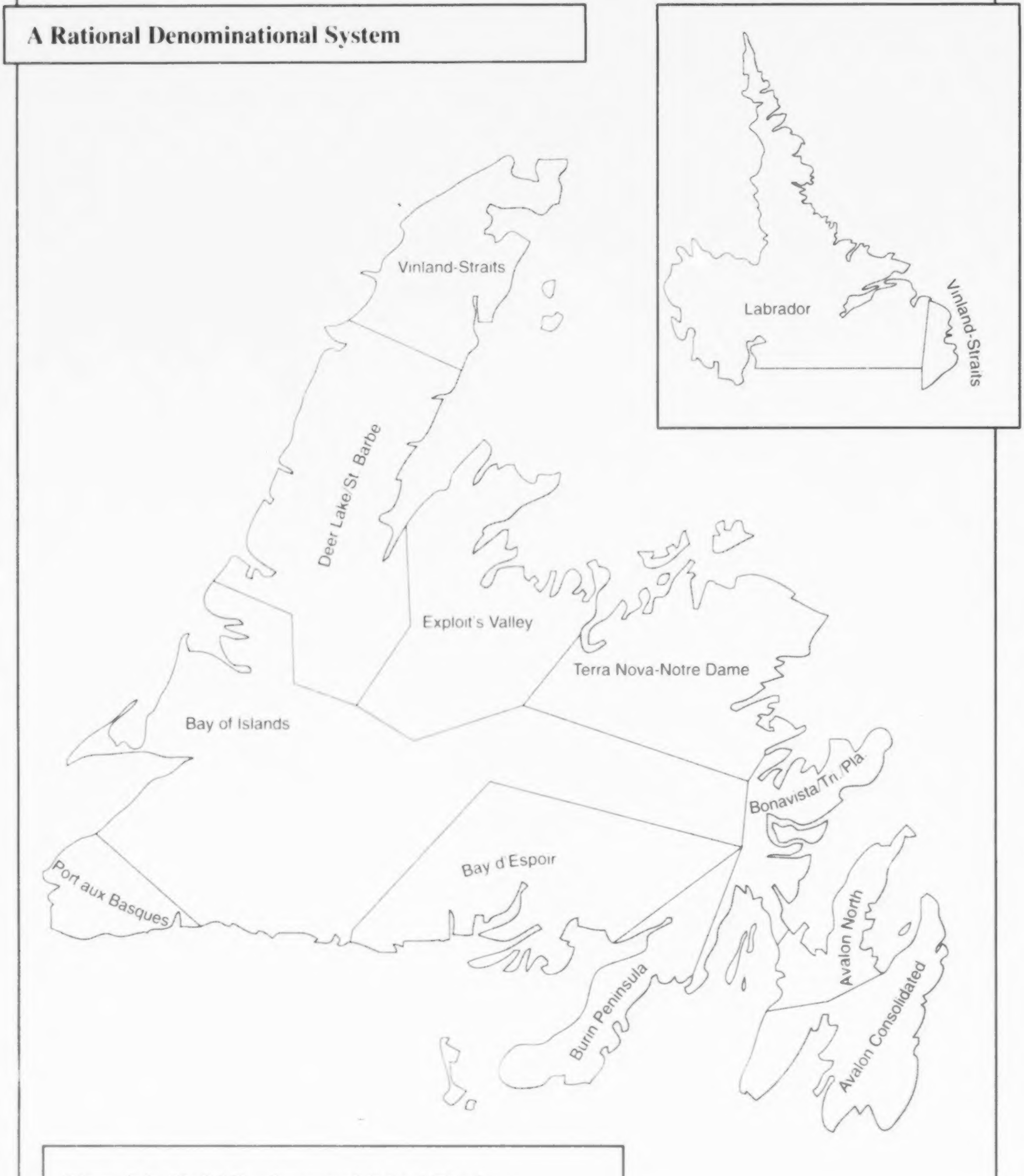

Vinland-Straits
Deer Lake/St. Barbe
Exploit's Valley
Terra Nova-Notre Dame
Bay of Islands
Bonavista/Tri./Pla.
Bay d'Espoir
Port aux Basques
Avalon North
Burin Peninsula
Avalon Consolidated
Labrador
Vinland-Straits

Figure 8.3: Model B — Integrated School Districts.

A Rational Denominational System

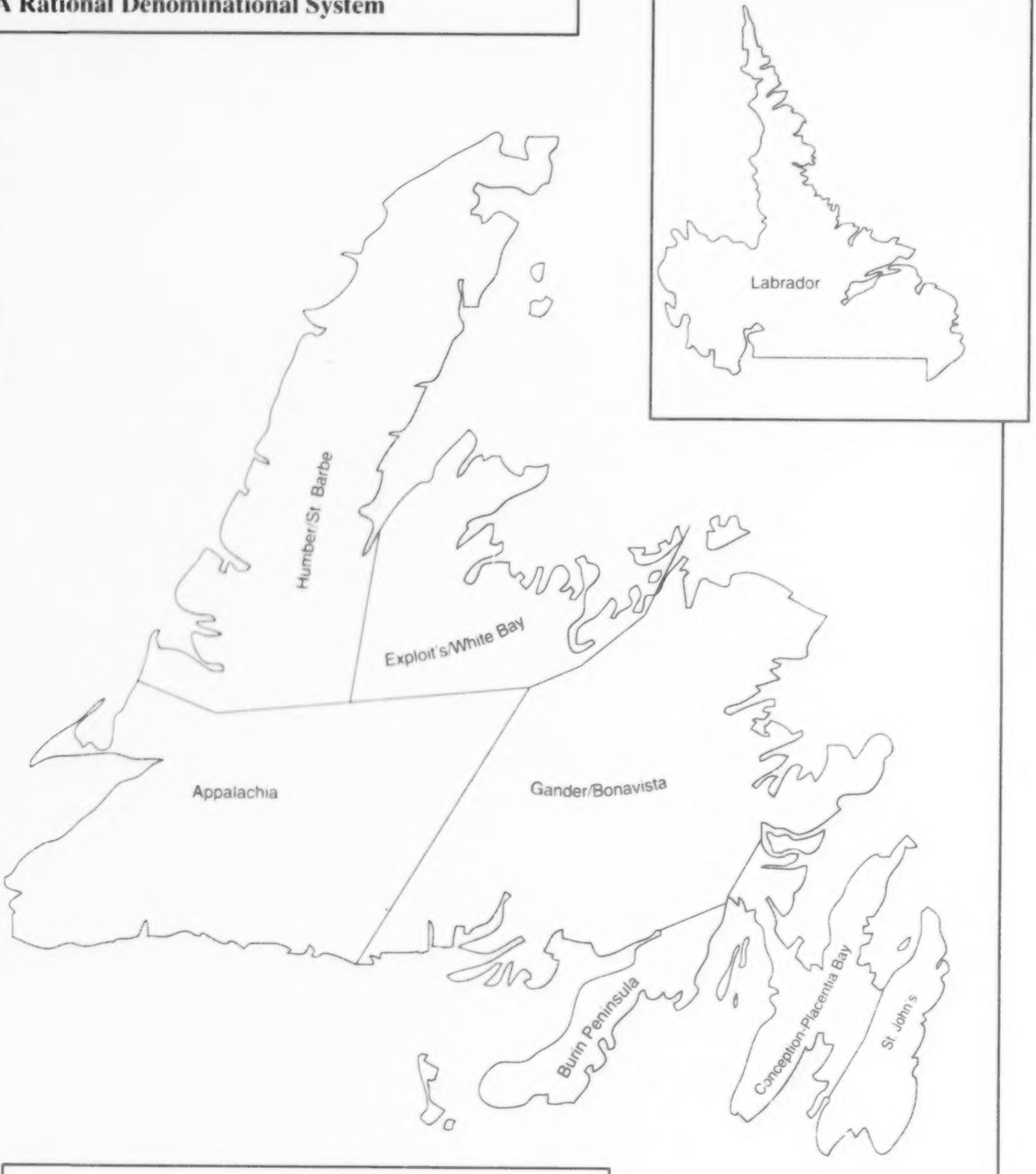

Labrador
Humber/St. Barbe
Exploit's/White Bay
Appalachia
Gander/Bonavista
Burin Peninsula
Conception-Placentia Bay
St. John's

Figure 8.4: Model B — Roman Catholic School Districts.

Table 8.6: Enrolment, Schools, Average School Size, and Small School Enrolment by School District, No Consolidation, Model B, 1989-90.

School Board	Enrolment	Schools	Avg. Size	Small Enrol.	Small %
Vinland-Straits Int.	3,637	32	113.7	1,457	40.1
Deer Lake-St. Barbe Int.	4,021	26	154.7	1,406	35.0
Exploits Valley Int.	8,857	54	164.0	2,451	27.7
Terra Nova-Notre Dame Int.	10,663	42	253.9	1,058	9.9
Bon-Tri-Placentia Int.	6,255	21	297.9	854	13.7
Avalon North Int.	8,683	38	228.5	318	3.7
Avalon Consolidated	14,907	36	414.1	7	0.0
Burin Peninsula Int.	3,239	14	231.4	424	13.1
Bay of Islands Int.	8,694	32	271.7	1,046	12.0
Labrador Int.	4,128	17	242.8	307	7.4
Pentecostal Assemblies	6,560	43	152.6	2,014	30.7
Burin Peninsula RC	4,060	14	290.0	1,230	30.3
Conception-Placentia Bay RC	7,322	36	203.4	946	12.9
Exploits-White Bay RC	5,018	29	173.0	1,106	22.0
Humber-St. Barbe RC	4,016	21	191.2	611	15.2
Labrador RC	2,882	9	320.2	796	27.6
Appalachia RC	5,363	20	268.2	339	6.3
St. John's RC	21,503	52	413.5	45	0.2
Seventh-Day Adventist	301	7	43.0	206	68.4
Provincial Average	6,848	29	239.6	875	376.3
Total	130,109	543	-	16,621	-

Second, with the assistance of expert panels, a set of criteria was established to guide the decision-making process, after which proposals on the number and location of schools were developed and finalized. Finally, sensitivity analyses were performed to help test and validate the findings and conclusions.

Measuring the potential for school consolidation required the establishment of a number of basic rules to guide the process: specifically, the conditions under which a given school would be consolidated with another. The establishment of these rules or criteria thus ensured that the decisions to consolidate schools in some areas but not in others were always objective.

As noted, these rules were derived only after an extensive literature review, and numerous focus groups and expert panels. From the beginning, it was clear that any set of rules would have to be derived from four essential considerations:

size of school, program requirements, distances between the core and fringe populations, and availability of alternative services. Consolidation would only be accepted if all conditions identified under the rules were met. Given these conditions, rules were formulated to guide the decision-making process (see Table 8.7).

Table 8.7: Criteria for the Further Consolidation of Schools within the Denominational System.

Consolidation of one school with another was considered:

1. if the schools being considered were of the same denominational constituency;
2. if the schools being considered offered the same type of program (e.g. primary, high, all-grade);
3. if, at the primary and elementary levels, there was no other similar school within 10 kms;
4. at the secondary level, if there was no other similar school within 30 km;
5. if the combined enrolments in both schools did not exceed the identified ceiling;
6. for a primary or elementary school, if either had an enrolment less than 30 students per stream per grade and fewer than three streams (an enrolment ceiling of 420 students was adopted);
7. for a junior high school, if either had an enrolment less than 30 students per stream per grade and fewer than four streams (an enrolment ceiling of 270 students was adopted); and
8. for a senior high school, if either school was not of sufficient size to offer a wide and comprehensive curriculum and a complement of extra-curricular activities (an enrolment ceiling of 900 students was adopted).

Applying the rules was more problematic than establishing them. The greatest difficulties surrounded the unavailability of data to support the decisions and the lack of a sufficient understanding of the local political environment. Admittedly, some exceptions were made. This was particularly evident where three school consolidation was involved. In such cases, either of two scenarios could occur: (1) all three could be consolidated into one school, or (2) they could be reorganized into two more-efficient and effective schools.

Consolidation did not necessarily mean the elimination of one or more schools. In some cases it meant, for example, simple restructuring to introduce various scale economies or to accommodate a more effective means of resource allocation. It might mean, for instance, that an all-grade school would become an elementary school and the secondary students would be bused elsewhere.

Behind every decision was the realization that creative and innovative planning would be needed to safeguard the educational and social needs of all students. It should also be noted that these decisions were made without the use of school-level projections; however, much of the macro-level work in this field (Press, 1990; Brown, 1991), points to a rapidly shrinking rural population. In summary, because of declining enrolments, much of the consolidation identified here will be inevitable at some future date, no matter what actions are taken as a result of this Commission's report.

Table 8.8 is a representation of what the various systems would look like after school consolidation. In this model, the total number of schools has been reduced by 32 from its original 543. The average school size has risen only marginally from 240 to 255 students.

The list of potential consolidations is presented in Table 8.9. It involves 31 sets of communities which match the rules and in which two or more schools could be consolidated. The 68 schools identified represent 31 of the most obvious cases where further consolidation should be considered. Since this was largely a hypothetical exercise, the specific schools which should be closed and those which should remain open were not identified, as that level of detail was not required. Actual decisions would have to be based upon the size, age and condition of the existing schools, location and growth of the population, social and economic viability of the communities involved, and many more factors. In some cases, neither school could logically accommodate the other and additional space would have to be made available.

While 511 schools would still remain open throughout the province it should be noted that this situation would continue only for the short term. Declining enrolments will likely guarantee that an additional 50-100 schools will be forced to close their doors by the end of this century. The implications of these changes will be profound to say the least.

Table 8.10 presents the allocations for teachers, principals and central office personnel for Model B. Based on the same allocation policies used for Model A, this model shows a reduction of 172.6 staffing units. Under Model B, there are 7,096 teachers, 372 principals, and 238 central office staff. The greatest differences between Models A and B are the losses of 84 program co-ordinators and 17 assistant superintendents because of the consolidation of central offices. Of the teaching units lost, 26 are units under the *mean* allocation formula and 18 are small school units.

Table 8.8: Background Information by Denominational Constituency, with Consolidations, Model B.[1]

Background Data	Integrated Districts	Roman Catholic Districts	Pentecostal Assemblies District	Seventh Day Adventist District	Combined Model B
School districts	10	7	1	1	19
Average school district size	7,308	7,166	6,560	301	6,848
Schools	289	172	43	7	511
Average school size	253	292	153	43	255
Total enrolment	73,084	50,164	6,560	301	130,109
Percent total enrolment	56.2%	38.6%	5.0%	0.2%	100.0%
Superintendents	10	7	1	-	18
Asst. superintendents	39	22	4	-	65
Program co-ordinators	89	56	9	1	155
Teachers	4,188	2,846	406	25	7,465
Total Staff	4,326	2,931	420	26	7,703
Pupil/teacher ratio	17.5	17.6	16.2	12.3	17.4
Teacher/pupil ratio (tchs/1000 pupils)	57.3	56.7	61.9	81.4	57.4

[1] Based on data for the 1989-90 school year

Student Transportation

Consolidation under a distinct denominational system could not happen without considerable cost. Disruption of teaching staff and families, increased work-load, less flexibility, and the loss of community identity and singularity are some of the potential negative effects. However, one of the most significant costs of consolidation is the increase in student transportation expenses. The majority of the consolidations identified involve two or more communities and this implies that considerable student busing would have to be introduced, nullifying at least some of the financial gains achieved.

Any future decisions to consolidate along denominational lines will thus inevitably be based on programs and other needs rather than financial expediency, and the financial arguments are least likely to hold up to public scrutiny. However, factors such as declining enrolments, loss of teaching units, dilution of programs, reduction of services, and poor achievement levels will lead to the inevitable debate over consolidation if other changes do not occur first.

Summary of Costs

Comparative expenditures by individual account items for both a sample district and for the province as a whole are presented in Table 8.11. The data are summarized for each of the denominational constituencies as well for the province under Models B and A. Showing individual boards would be misleading and, as a result, these have not been included. Comparison of both provincial summaries does provide a clear depiction of a rationalized denominational structure and the potential savings that could be achieved as a result.

Administration expenditures.The cost of operating and maintaining school board offices ($16.5 million) accounts for 3.2 percent of the total education expenditure. Just under $2 million savings were realized in this category compared to Model A. Most of this was accomplished through superintendents' salaries and certain economies of scale achieved through the closing of a number of buildings. Of the total administration expenditure, 68.8 percent went on salaries and benefits.

Instruction expenditures. The provision of instruction ($415.6 million) accounts for 81.0 percent of the total cost, an increase of 1.2 percent of the total over Model A. Of the total amount 96.8 percent would be committed to salaries and benefits, and 2.1 percent would be spent on instructional materials such as textbooks, resource materials, library supplies and teaching aids. Over $5.4 million in savings in instructional salaries are identified, most of which was for central office personnel.

Operations and maintenance expenditures. Almost 4 percent ($1.7 million) savings could be achieved through the consolidation of schools. Of that amount, approximately $800,000 would be saved through salaries and the remainder through the closure of buildings. The two largest components are the salaries and benefits of janitorial and maintenance staff ($19.5 million), and heat and light ($12.4 million). Repairs and maintenance to buildings and equipment account for another $6.3 million.

Pupil transportation expenditures. While other budget items decrease, the cost of student transportation increases under Model B. Compared to Model A ($29.4 million), the cost of busing increases by $1.6 million (5.6 percent). While the consolidation of schools within the denominational system does provide some gains, especially through salaries, significant gains are achieved only in selected regions. While consolidation within the denominational system leads to overall savings when looking at all the costs associated with the operation of schools, the area of student transportation remains problematic.

Other expenditures. The remaining one percent of the total cost of education, spent on various ancillary services and interest expenses, is not affected by the model and no savings are achieved. The largest component ($3.3 million), committed to interest on capital, would still exist under this model.

Table 8.9: Examples of Communities for Which Consolidation along Denominational Lines Is Recommended.

Denomination	Community	School	Gds	No.
1. Integrated	Arnold's Cove	St. Michael's	K-12	317
	Sunnyside	R. K. Gardner	K-12	213
2. Integrated	Badger's Quay	Bishop Meaden	K-7	214
	Wesleyville	Wesleyville Mem	K-7	202
	Newtown	Newtown Primary	K-3	32
3. Integrated	Bay de Verde	Tricon Elem	K-6	151
	Old Perlican	John Hoskins Mem	K-6	140
4. Integrated	Bonavista	Cabot Collegiate	8-12	418
	Catalina	T. A. Lench Mem	9-12	226
5. Integrated	Carbonear	Carbonear Coll	7-12	410
	Victoria	Persalvic C.H.	8-12	240
6. Integrated	Catalina	Catalina Elem	K-8	267
	Little Catalina	L. Catalina Elem	K-5	49
7. Integrated	Clarke's Beach	Clarke's Beach Elem	K-9	235
	Brigus	Brigus Academy	K-9	183
8. Integrated	Bay Roberts	Amalgamated Elem	K-9	212
	Shearstown	St. Mark's Elem	K-9	328
9. Integrated	Dark Cove	Smallwood Aca	9-12	263
	Glovertown	Glovertown R.H.	7-12	359
10. Integrated	Englee	Englee Elem	K-8	140
	Bide Arm	Robert's Elem	K-3	14
	Roddickton	Roddickton Elem	K-6	93
11. Integrated	Forteau	Forteau Elem	K-6	87
	Lanse au Clair	St. Andrew's Elem	K-3	19
12. Integrated	Grand Bank	John Burke R.H.	7-12	440
	Fortune	Fortune Coll	9-12	203
13. Integrated	Hermitage	John Watkins Aca	K-12	206
	Seal Cove	John Loveless Mem	K-12	104
14. Integrated	Lewisporte	Lewisporte R.H.	7-12	461
	Campbellton	Greenwood C.H.	7-12	219
15. Integrated	Lower Cove	Green Island Elem	K-6	121
	Flower's Cove	Straits Elem	K-6	188
16. Integrated	Raleigh	Pistolet Bay	K-9	72
	Ship Cove	Ship Cove Elem	K-6	28
17. Integrated	Musgrave Harbour	Gill Memorial Aca	K-12	374
	Lumsden	Lumsden School	K-12	254
18. Integrated	Norman's Cove	Holy Trinity C.H.	7-12	292
	Whitbourne	Whitbourne C.H.	9-12	119

19. Integrated	Triton	B. Peckford Elem	K-6	127
	Pilley's Island	Blackmore Elem	K-3	49
20. Integrated	Trout River	Jakeman C.H.	8-12	61
	Woody Point	Bonne Bay C.H.	7-12	78
21. Integrated	Bishop's Falls	Inglis Mem High	7-12	260
	Grand Falls	Grand Falls Aca	9-12	348
	Windsor	Windsor Coll	7-12	356
22. Integrated	Winterton	Perlwin Elem	K-7	167
	Hant's Harbour	Hant's Harbour	K-6	70
23. Roman Catholic	Bishop's Falls	Leo Burke Aca	K-12	357
	Norris Arm	Carmel Coll	K-12	126
24. Roman Catholic	Castors River N.	Our Lady Mt. Carmel	K-3	31
	Castors River S.	Our Lady of the Angels	K-3	13
25. Roman Catholic	Corner Brook	Regina High	9-12	578
	Curling	Cabrini High	7-12	215
26. Roman Catholic	Harbour Grace	St. Francis C.H.	7-12	279
	Carbonear	St. Clare's C.H.	7-12	251
27. Roman Catholic	Harbour Main	St. Joseph's Elem	K-6	172
	Avondale	Assumption Elem	K-6	111
28. Roman Catholic	Lamaline	St. Joseph's Aca	K-12	399
	Lawn	Holy Name of Mary	K-12	302
29. Roman Catholic	Marystown	Marystown C.H.	7-12	667
	Burin	Berney Mem High	7-12	232
30. Roman Catholic	Stephenville Crossing	Assumption C.H.	8-12	268
	St. George's	St. Joseph's C.H.	6-12	342
31. Roman Catholic	Witless Bay	St. Bernard's	K-6	174
	Tors Cove	Sacred Heart	K-6	49
	Bay Bulls	St. Patrick's	K-6	134

Table 8.10: Academic Allocations by School District, Model B.

						School Staff						Central Office Staff			
School District	Basic	Guid.	Lib.	Small	Mean	Native	French	Spec Ed	Total	Prin.	Supt.	Asst.	Co-ord.	Total	Alloc.
Vinland-Straits Int.	158.2	3.6	3.6	18.0	4.0	0.0	0.0	27.3	214.8	12.0	1	2	7	10	236.8
Deer Lake-St. Barbe int.	174.9	4.0	4.0	19.1	2.0	0.0	0.0	30.2	234.2	13.0	1	3	7	11	258.2
Exploits Valley Int.	385.3	8.9	8.9	36.8	2.0	0.0	0.0	66.4	508.2	28.0	1	5	10	16	552.2
Terra Nova-Notre Dame Int.	463.8	10.7	10.7	15.4	0.0	0.0	0.0	74.6	575.2	29.5	1	5	10	16	620.7
Bon-Tri-Placentia Int.	272.1	6.3	6.3	4.1	0.0	0.0	0.0	43.8	332.5	17.0	1	4	8	13	362.5
Avalon North Int.	377.7	8.7	8.7	3.7	0.0	0.0	0.0	61.4	460.2	23.5	1	5	10	16	499.7
Avalon Consolidated	648.5	14.9	14.9	0.1	0.0	0.0	0.0	82.5	760.9	37.0	1	5	10	16	813.9
Burin Peninsula Int.	140.9	3.2	3.2	6.4	0.0	0.0	0.0	22.7	176.4	10.0	1	2	7	10	196.4
Bay of Islands Int.	378.2	8.7	8.7	15.7	0.0	0.0	0.0	61.4	472.7	25.5	1	5	13	19	517.2
Labrador Int.	179.6	4.1	4.1	4.6	0.0	25.2	0.0	28.9	246.5	12.0	1	3	7	11	269.5
Pentecostal Assemblies	285.4	6.6	6.6	30.2	2.0	2.2	0.0	49.2	382.1	24.0	1	4	9	14	420.1
Burin Peninsula RC	176.6	4.1	4.1	18.5	0.0	0.0	0.0	28.4	231.6	10.5	1	3	7	11	253.1
Conception-Placentia Bay RC	318.5	7.3	7.3	14.2	0.0	0.0	0.0	51.7	399.0	23.0	1	4	9	14	436.0
Exploits-White Bay RC	218.3	5.0	5.0	14.7	2.0	0.0	0.0	37.7	282.7	16.5	1	3	8	12	311.2
Humber-St. Barbe RC	174.7	4.0	4.0	9.2	0.0	0.0	0.0	28.6	220.5	11.5	1	2	7	10	242.0
Labrador RC	125.4	2.9	2.9	11.9	0.0	17.4	2.4	20.2	183.1	8.5	1	2	7	10	201.6
Appalachia RC	233.3	5.4	5.4	5.1	0.0	0.0	7.0	37.8	293.9	16.0	1	3	8	12	321.9
St. John's RC	935.4	21.5	21.5	0.7	0.0	0.0	0.0	119.8	1,098.9	52.5	1	5	10	16	1,167.4
Seventh-Day Adventist	13.1	0.3	0.3	3.1	4.0	0.0	0.0	2.3	23.0	1.5	0	0	1	1	25.5
Total	5,659.7	130.1	130.1	231.4	16.0	44.8	9.4	874.9	7,096.4	371.5	18	65	155	238	7,705.9

Table 8.11: School Board Expenditures by Denominational Jurisdiction, Models B and A.

Current Expenditures			Integrated	Catholic	Pentecostal	SDA	Model A	Model B	B-A
	Administration Expenditures								
51	11	Salaries & Wages (Gross)	6,263,014	4,432,991	567,605	97,199	11,675,338	10,475,472	(1,199,866)
	12	Employee Benefits					986,744	885,337	(101,407)
	13	Office Supplies	213,540	185,788	22,991	1,737	477,997	454,097	(23,900)
	14	Office Furniture & Equipment	19,553	57,700	6,242	0	93,280	88,616	(4,664)
	15	Postage	125,665	57,810	15,079	1,121	227,471	216,097	(11,374)
	16	Telephone	284,160	183,382	20,795	4,538	653,492	620,817	(32,675)
	17	Office Equipment Rentals and Repairs	210,178	133,918	20,116	0	413,788	413,788	0
	18	Bank Charges	43,974	73,180	98	905	139,242	139,242	0
	19	Electricity	144,755	45,631	3,062	0	259,140	246,183	(12,957)
	21	Fuel	16,861	28,356	7,344	0	52,561	49,933	(2,628)
	22	Insurance	19,120	42,990	300	122	62,532	59,405	(3,127)
	23	Repairs & Maintenance (Office Building)	97,883	67,216	1,373	0	190,819	181,278	(9,541)
	23	Travel	366,052	281,366	53,278	6,593	923,405	831,065	(92,341)
	25	Board Meeting Expenses	89,874	102,401	28,050	1,206	290,075	261,068	(29,008)
	26	Election Expenses	59,732	28,922	18,374	0	107,028	107,028	0
	27	Professional Fees	210,899	92,607	12,912	0	403,701	322,961	(80,740)
	28	Advertising	126,966	77,809	1,082	385	269,458	242,512	(26,946)
	29	Membership Dues	170,252	137,614	15,627	125	323,618	258,894	(64,724)
	31	Municipal Service Fees	7,197	3,209	0	0	10,406	10,406	0
	32	Rental of Office Space	48,339	57,049	0	0	105,388	94,849	(10,539)
	33	Relocation Expenses	26,300	7,799	0	6,962	41,061	123,183	82,122
	34	Miscellaneous	216,999	210,154	3,881	4,364	498,445	435,398	(63,047)
	Total Administration Expenditures		8,761,313	6,307,891	798,209	125,257	18,204,989	16,517,630	(1,687,359)

		Instruction Expenditures	Integrated	Catholic	Pentecostal	SDA	Model A	Model B	B-A
52	10	Instructional Salaries (Gross)							
	11	Tchrs' Sal/Benfits - Reg	215,884,838	144,013,629	18,797,121	1,128,059	385284447	379,823,647	(5,460,800)
	12	- Substitute	6,096,079	5,948,951	547,379	48,322	12,640,731	13,272,768	632,037
	13	- Board Paid	866,832	730,565	41,124	0	1,638,521	1,638,521	0
	14	Augmentation	730,173	569,827	0	0	1,300,000	1,300,000	0
	15	Employee Benefits						0	0
	16	School Secretaries - Salaries	2,779,515	2,022,956	202,259	0	5,004,730	4,754,494	(250,237)
	17	- Benefits	301,619	269,623	25,096	0	596,338	596,338	0
	18	Other (Specify)	363,250	507,053	0	0	870,303	870,303	0
			227,022,306	154,062,604	19,612,979	1,176,381	407,335,070	402,256,070	(5,079,000)
52	40	Instructional Materials							
	41	General Supplies	1,741,393	1,109,321	46,325	2,501	2,809,396	2,949,866	140,470
	42	Library Resource Materials	774,732	474,676	65,061	3,974	1,408,587	1,479,016	70,429
	43	Teaching Aids	1,706,537	1,289,951	210,681	35,361	3,242,530	3,242,530	0
	44	Textbooks	620,026	477,032	95,549	2,161	1,194,768	1,194,768	0
			4,842,638	3,350,980	417,616	43,997	8,655,281	8,866,180	210,899
52	60	Instructional Furniture & Equipment							
	61	Replacement	636,801	300,058	48,639	730	986,228	986,228	0
	62	Rentals and Repairs	468,153	302,924	48,885	6,535	826,497	826,497	0
			1,104,954	602,982	97,524	7,265	1,812,725	1,812,725	0
52	80	Instructional Staff Travel							
	81	Program Co-ordinators	267,882	143,233	41,215	0	704,330	535,500	(168,830)
	82	Teachers' Travel	186,978	128,742	16,214	0	333,110	319,786	(13,324)
	83	In-service and Conferences	442,523	234,450	60,442	13,907	760,722	730,293	(30,429)
			897,383	506,425	117,871	13,907	1,798,162	1,585,579	(212,583)
52	90	Other Instructional Costs							
	91	Postage and Stationery	341,517	42,519	11,274	452	395,762	379,932	(15,830)
	92	Miscellaneous	293,765	404,203	333	3,109	701,410	729,466	28,056
			635,282	446,722	11,607	3,561	1,097,172	1,109,398	12,226
		Total Instructional Expenditures	234,502,613	158,969,713	20,257,597	1,245,111	420,698,410	415,629,952	(5,068,458)

		School Operations & Maintenance		Integrated	Catholic	Pentecostal	SDA	Model A	Model B	B-A
53	11	Salaries	- Janitorial	7,689,103	5,527,239	817,417	37,128	14,599,199	14,070,887	(528,312)
	12		- Maintenance	1,862,843	1,339,087	198,036	8,995	3,536,956	3,408,961	(127,995)
	13	Employee Benefits		1,120,182	805,232	119,085	5,409	2,126,875	2,049,908	(76,967)
	14	Electricity		4,999,424	3,593,789	531,481	24,141	9,492,341	9,148,834	(343,507)
	15	Fuel		1,757,466	1,263,338	186,833	8,486	3,336,877	3,216,123	(120,754)
	16	Municipal Service Fees		216,890	155,909	23,057	1,047	411,806	396,904	(14,902)
	17	Telephone		673,960	484,470	71,648	3,254	1,279,639	1,233,332	(46,307)
	18	Vehicle Operating and Travel		199,852	143,662	21,246	965	379,456	365,724	(13,732)
	19	Janitorial Supplies		743,331	534,336	79,022	3,589	1,411,352	1,360,278	(51,074)
	21	Janitorial Equipment		50,240	36,115	5,341	243	95,390	91,938	(3,452)
	22	Repairs & Maintenance	- Buildings	3,337,575	2,399,185	354,813	16,116	6,337,011	6,107,689	(229,322)
	23		- Equipment	82,829	59,541	8,805	400	157,267	151,576	(5,691)
	24	Contracted Services	- Janitorial	516,533	371,305	54,912	2,494	980,735	945,244	(35,491)
	25	Snow Clearing		455,576	327,486	48,432	2,200	864,996	833,694	(31,302)
	26	Rentals		243,636	175,135	25,901	1,176	462,588	445,848	(16,740)
	27	Other (Specify)		59,007	42,416	6,273	285	112,035	107,981	(4,054)
		Total Operations & Maintenance		24,008,446	17,258,245	2,552,301	115,929	45,584,523	43,934,921	(1,649,602)

		Pupil Transportation Expenditures	Integrated	Catholic	Pentecostal	SDA	Model A	Model B	B-A
54	10	Operation & Maintenance of Board Owned Fleet							
	11	Salaries - Administration	236,677	142,332	9,803	1,535	369,721	390,346	20,625
	12	- Drivers and Mechanics	3,797,737	2,283,867	157,305	24,630	5,932,581	6,263,539	330,958
	13	Employee Benefits	438,489	263,696	18,163	2,844	684,979	723,192	38,213
	14	Debt Repayment - Interest	762,132	458,328	31,568	4,943	1,190,554	1,256,971	66,417
	15	- Principal	933,382	561,313	38,661	6,053	1,458,070	1,539,411	81,341
	16	Bank Charges	3,315	1,993	137	21	5,178	5,467	289
	17	Gas and Oil	1,025,997	617,009	42,497	6,654	1,602,746	1,692,157	89,411
	18	Licenses	82,734	49,754	3,427	537	129,241	136,451	7,210
	19	Insurance	91,794	55,202	3,802	595	143,394	151,393	7,999
	21	Repairs & Maintenance - Fleet	515,198	309,827	21,340	3,341	804,809	849,706	44,897
	22	- Building	21,717	13,060	900	141	33,925	35,818	1,893
	23	Tires and Tubes	116,172	69,863	4,812	753	181,476	191,600	10,124
	24	Heat and Light	39,580	23,802	1,639	257	61,829	65,278	3,449
	25	Municipal Service	3,804	2,287	158	25	5,942	6,273	331
	26	Snow Clearing	12,048	7,245	499	78	18,820	19,870	1,050
	27	Office Supplies	13,899	8,358	576	90	21,712	22,923	1,211
	28	Rent	0	0	0	0	0	0	0
	29	Travel	15,155	9,114	628	98	23,674	24,995	1,321
	31	Professional Fees	12,824	7,712	531	83	20,033	21,151	1,118
	32	Miscellaneous	35,348	21,257	1,464	229	55,218	58,298	3,080
	33	Telephone	14,202	8,541	588	92	22,185	23,423	1,238
	34	Capital Expenditure Out of Current	14,876	8,946	616	96	23,238	24,534	1,296
			8,187,076	4,923,508	339,114	53,097	12,789,325	13,502,796	713,471
54	40	Contracted Services							
	41	Regular Transportation	9,437,336	5,675,385	390,901	61,206	14,742,402	15,564,828	822,426
	42	Handicapped	1,193,886	717,974	49,452	7,743	1,865,012	1,969,054	104,042
			10,631,222	6,393,359	440,353	68,949	16,607,414	17,533,882	926,468
		Total Pupil Transportation	18,818,298	11,316,867	779,467	122,046	29,396,739	31,036,678	1,639,939

		Other Expenditures	Integrated	Catholic	Pentecostal	SDA	Model A	Model B	A-B
55	10	Ancillary Services							
	11	Operation of Teachers' Residences	259,302	329,498	6,507	0	595,307	595,307	0
	31	Cafeterias	174,502	22,660	0	0	197,162	197,162	0
	32	Other (Specify)	205,022	0	0	0	205,022	205,022	0
			638,826	352,158	6,507	0	997,491	997,491	0
56	10	Interest Expenses							
	12	Capital							
		School Construction	2,330,040	539,990	280,456	16,266	3,166,752	3,166,752	0
		Equipment	9,741	0	0	0	9,741	9,741	0
		Service Vehicles	2,107	515	0	0	2,622	2,622	0
		Other	35,389	21,632	0	30,393	87,414	87,414	0
			2,377,277	562,137	280,456	46,659	3,266,529	3,266,529	0
	13	Current - Operating Loans	128,523	1,292,364	0	0	1,420,887	1,420,887	0
	14	- Supplier Interest Charges	19,065	25,239	0	0	44,304	44,304	0
			147,588	1,317,603	0	0	1,465,191	1,465,191	0
		Total Interest Expense	2,524,865	1,879,740	280,456	46,659	4,731,720	4,731,720	0
57	10	Miscellaneous Expenses							
57	11	Miscellaneous (Specify)	586,300	57,175	0	0	66,691	66,691	0
		Total Current Expenditures	289,840,661	196,141,789	24,674,537	1,655,002	519,680,563	512,915,083	(6,765,480)

Note: Some totals may not add due to rounding.

Model C - A Non-denominational System

As a direct response to Term 4 of the Commission's mandate, Model C was designed to examine in detail the fiscal consequences of the denominational system, to discover potential inconsistencies and weaknesses in that system and to determine the costs associated with them. Specifically, it required the Commission to "examine the extent of duplication resulting from the denominational system and costs associated with such duplication". Model C represents what the education system would look like and cost if it were non-denominational but, in all other respects, structured and operated at the same level of efficiency as the existing denominational system. Given this criteria, there would exist a single set of non-denominational school boards. The design of these boards would parallel the guidelines for school district organization in existence during the 1989-90 school year.

District Organization

Among the three alternative models of district organization outlined in this report, Model C, being a theoretical model designed only to measure the cost of the denominational system, has little practical application. Few would advocate the abolition of one apparently inefficient education system in favour of another equally inefficient one. The grounds for developing this scenario were to ensure that the two systems being compared - one with a denominational structure and another without - were being compared fairly. It was vital, during the analysis stage, that various scale economies or other organizational efficiencies were not introduced which might bias the results of the comparison.

Given the parameters of this model and the need to derive a single set of educational districts, the decision was made to utilize the number and boundaries of the denomination having the most districts - in this case the 16 districts of the Integrated system. It was recognized that this was by no means ideal. To have used fewer would have introduced potential efficiencies not in existence at the time, and to have used more would not have reflected the organizational principles. Additionally, if one were creating a completely new set of school districts, it is unlikely many of them would match the existing integrated districts because of the demographic shifts which have occurred since they were originally established in the late 1960s, and because of the large Roman Catholic and Pentecostal populations that would have to be accommodated.

Model C thus has 16 non-denominational school districts encompassing the entire province (see Figure 8.5). A complete list of these districts along with the enrolment, schools, average school size and enrolment in small schools is presented in Table 8.12. All data are presented without any school consolidation and reallocation of teaching units.

Of particular note is the large range in size among districts. For example, Bay d'Espoir, a geographically large rural board, has a student population of 2,474 students under Model C while St. John's, an urban metropolitan board, has 33,896 students. The average number of students per district (8,132), influenced in large part by the large St. John's district, is somewhat misleading; thus the median (5,407) would be a much more appropriate measure of central tendency. For boards with large urban populations the average school size tended to be more than 300 students, while for rural boards with larger numbers of small schools the average school size tended to be less than 200 students.

Table 8.13 is a representation of the makeup of school districts as applied across the province under Model C. It presents the number of students by denomination for each district – both the original integrated enrolment taken from Model A and the new enrolment for each denomination determined by this model.

School Organization

The process of measuring the potential for school consolidation was similar to that used for Model B. Unlike Model B, however, the criteria for determining potential consolidations were different. Derived from focus groups and expert panels, the criteria were based primarily on a definition of denominational duplication. In this definition, denominational duplication was seen to exist in those communities in which there were schools of more than one denomination and in which the ability to offer a viable education program was either undermined or threatened.

Such a restrictive definition was necessary to avoid the introduction of potential efficiencies which could offset the reliability of any comparisons with the existing denominational system. At this point, some might argue that similar duplication exists in communities in close proximity with one another having schools of more than one denomination. While the educational arguments about the value of schooling in one's own community and of community spirit and lifestyle cannot be overlooked, it was felt these were issues secondary to the maintenance of the denominational system and were more related to efficiency and productivity. Thus, the issue of distance between schools of neighbouring communities was assessed under Models B and D, but not addressed by Model C.

A Non-denominational System

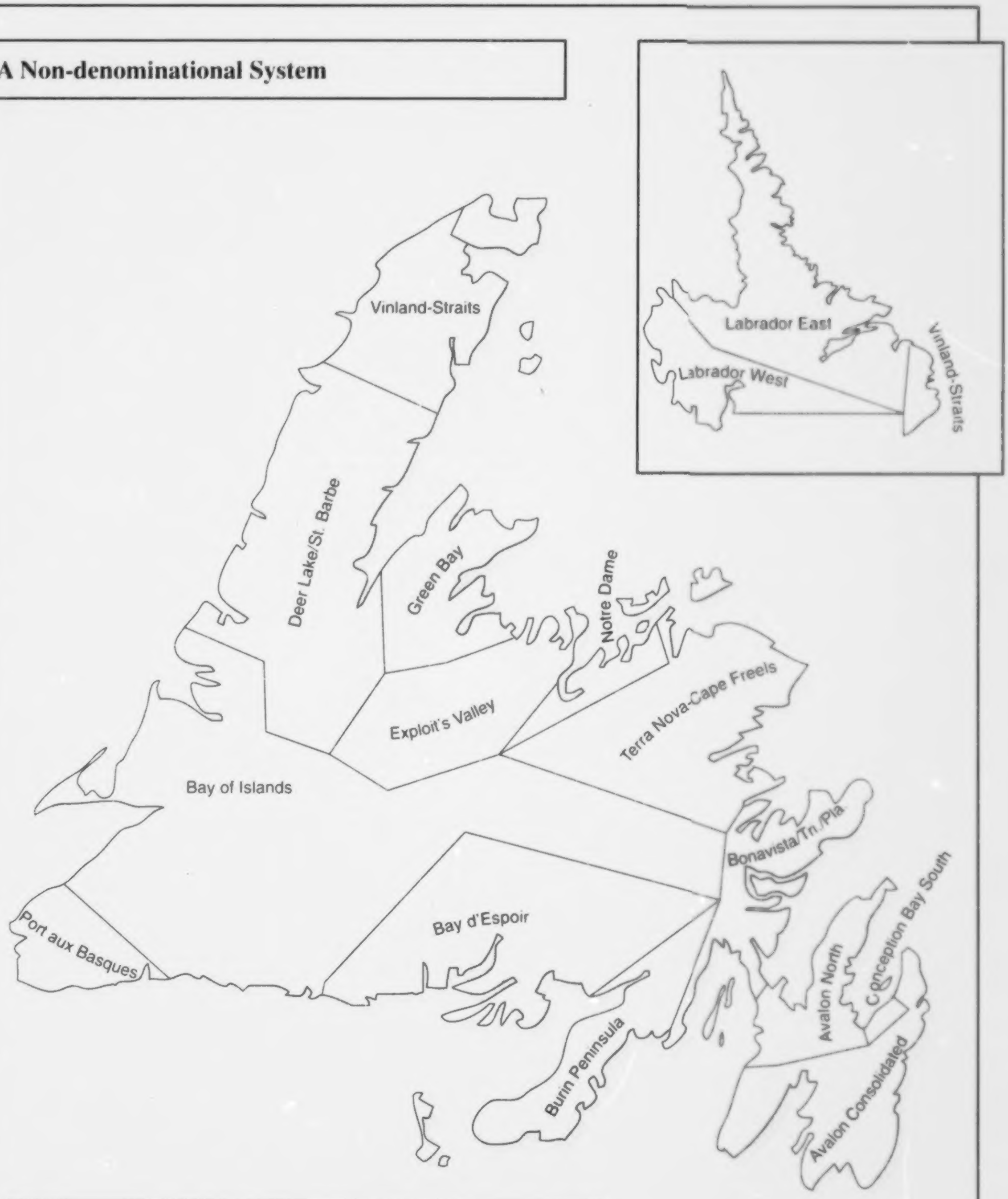

Vinland-Straits
Labrador East
Labrador West
Vinland-Straits
Deer Lake/St. Barbe
Green Bay
Notre Dame
Exploit's Valley
Terra Nova-Cape Freels
Bay of Islands
Bonavista/Tr./Pla
Conception Bay South
Avalon North
Bay d'Espoir
Port aux Basques
Burin Peninsula
Avalon Consolidated

Figure 8.5: Model C — School Districts.

Table 8.12: Enrolment, Schools, Average School Size, and Small School Enrolment by School District, No Consolidation, Model C.[1]

School District	Enrolment	Schools	Avg. Size	Small Enrol.	Small %
Vinland-Straits	4,670	46	101.5	2,301	49.3
Deer Lake	5,595	34	164.6	2,161	38.6
Green Bay	5,218	41	127.3	1,735	33.3
Exploits Valley	6,954	32	217.3	560	8.1
Notre Dame	4,669	20	233.5	532	11.4
Terra Nova-Cape Freels	9,044	38	238.0	945	10.4
Bonavista-Trinity-Placentia	7,012	28	250.4	1,123	16.0
Avalon North	14,583	66	221.0	875	6.0
Avalon	33,896	90	376.6	525	1.5
Burin Peninsula	7,372	30	245.7	1,727	23.4
Bay D'Espoir	2,474	16	154.6	1,554	62.8
Port aux Basques	2,913	15	194.2	438	15.0
Bay of Islands	13,944	49	284.6	1,161	8.3
Labrador East	3,528	18	196.0	712	20.2
Labrador West	3,410	8	426.3	265	7.8
Conception Bay South	4,827	12	402.3	7	0.1
Provincial Average	**8,132**	**34**	**239.6**	**1,039**	**312.3**
Total	**130,109**	**543**	-	**16,621**	-

[1] Based on data for the 1989-90 school year.

Table 8.13: Enrolment by School District by Denomination, Model A and C.

	Model A			Model C					
School District	Actual	Int.	% Int.	Actual	% Int.	% RC.	% Pent.	% SDA.	Total
Vinland-Straits	3,637	2556	70.3	4,670	77.9	10.4	11.7	0.0	100.0
Deer Lake	4,021	3148	78.3	5,595	71.9	19.1	9.0	0.0	100.0
Green Bay	3,161	2378	75.2	5,218	60.6	11.9	27.5	0.0	100.0
Exploits Valley	4,005	2925	73.0	6,954	57.6	25.9	16.2	0.3	100.0
Notre Dame	2,954	2434	82.4	4,669	63.3	2.7	34.0	0.0	100.0
Terra Nova-Cape Freels	7,709	6112	79.3	9,044	85.2	13.2	1.5	0.0	100.0
Bonavista-Trinity-Placentia	6,255	5071	81.1	7,012	89.2	10.0	0.7	0.1	100.0
Avalon North	8,683	7348	84.6	14,583	59.5	38.9	1.4	0.1	100.0
Avalon	11,427	9422	82.5	33,896	33.7	63.7	2.1	0.5	100.0
Burin Peninsula	3,239	2794	86.3	7,372	43.9	55.1	0.7	0.3	100.0
Bay d'Espoir	1,691	1488	88.0	2,474	68.4	31.6	0.0	0.0	100.0
Port aux Basques	2,374	2173	91.5	2,913	81.5	18.5	0.0	0.0	100.0
Bay of Islands	6,320	5304	83.9	13,944	45.3	53.1	1.1	0.5	100.0
Labrador East	2,205	1708	77.5	3,528	46.4	52.4	1.1	0.0	100.0
Labrador West	1,923	1470	76.4	3,410	87.9	12.1	0.0	0.0	100.0
Conception Bay South	3,480	2890	83.0	4,827	72.1	27.9	0.0	0.0	100.0
Total	73,084	59,221	81.0	130,109	56.2	38.6	5.0	0.2	100.0

To complete the task of ascertaining the extent of duplication at the school level, it was necessary to establish several additional criteria which would apply equally to every school in the province. Applying these criteria would allow the establishment of a list of communities where duplication exists for purely denominational reasons. These other criteria were

1. schools matched only by schools offering the same grades;
2. where more than one school is involved, such as in an urban area, schools matched by the nearest school;
3. busing calculated for children to attend the nearest school.

Some of the same limitations in applying the criteria for consolidation experienced in Model B are manifest in this model as well. The lack of an understanding of the local political environment and having no unified local database with demographic projections, is admittedly restrictive but not insurmountable. However, the absence of such a database inhibits a healthy and informed debate among educators and parents about the potential for denominational sharing.

Using the criteria presented above, 33 communities were identified as having one or more schools which could be consolidated. The complete list is presented in Table 8.14. The 89 schools identified, depicting 42 potential consolidations, represent the most obvious cases of denominational duplication. In some cases, three schools were identified which could be reduced to two. As with Model B, the individual schools which would close or remain open were not specified, and the final choices were based on sound educational principles only in those areas where it was felt a more complete educational experience could be guaranteed.

Table 8.15 presents the allocations for teachers, principals and central office personnel for Model C. Based on the same policies used for Model A, the new model shows a reduction of 219.6 staffing units. Under Model C, there are 7,084 teachers, 369 principals, and 206 central office staff. The greatest difference between models A and C is the loss of 106 program co-ordinators resulting from district consolidation. Of the 64 teaching units lost through school consolidation, 23 are caused by the consolidation of small schools. An interesting sidelight is the loss of 52 special education units for one board based solely on the loss of three schools and the application of current government allocation policy, even though the same special education students would still require the same special education services. Government thus would be well advised to consider resource allocation policies which directly address student needs rather than ones based on numbers of schools and district enrolments. Such policies now militate against any form of school consolidation.

Table 8.14: Examples of Communities Where Consolidation of Schools across Denominational Lines Is Recommended.

Community	Schools	Denomination	Gds.	No.
1. Badger	Badger Elem	Pentecostal	K-8	55
	Avoca Coll	Roman Catholic	K-12	161
2. Baie Verte	St. Pius X H.S.	Roman Catholic	7-12	184
	Beothuck Coll	Integrated	7-12	458
3. Baie Verte	R. T. Harvey	Integrated	K-6	126
	St. Pius X Elem	Roman Catholic	K-6	159
4. Bay Roberts	Lyndale Academy	Seventh-Day Adv.	K-9	15
	Amalgamated Elem	Integrated	K-9	212
5. Bell Island	St. Boniface C.H.	Integrated	7-12	196
	St. Michael's	Roman Catholic	7-12	298
6. Bishop's Falls	Bishop's Falls Elem	Pentecostal	K-6	127
	Helen Tulk	Integrated	K-6	184
7. Botwood	L. P. Purchase Aca	Pentecostal	K-7	137
	Botwood Academy Pri	Integrated	K-3	202
8. Botwood	Exploits Valley Aca	Seventh-Day Adv.	K-9	22
	Botwood Academy	Integrated	4-8	353
9. Brigus	Brigus Academy	Integrated	K-9	183
	St. Edward's Elem	Roman Catholic	K-7	296
10. Buchans	St. Theresa's A.G.	Roman Catholic	K-12	79
	Buchans Elem	Integrated	K-6	103
11. Burlington	Greenwood Elem	Integrated	K-6	15
	M. W. Jeans Aca	Pentecostal	K-7	68
12. Carbonear	St. Clare's C.H.	Roman Catholic	7-12	251
	Carbonear Coll	Integrated	7-12	410
13. Carmanville	Carmanville Elem	Pentecostal	K-6	16
	Carmanville School	Integrated	K-12	491
14. Corner Brook	Highview Academy	Seventh-Day Adv.	K-12	66
	All Hallows School	Roman Catholic	K-7	194
15. Deer Lake	St. Francis X. H.S.	Roman Catholic	K-12	252
	Elwood R.H.	Integrated	9-12	287
	Deer Lake School	Pentecostal	K-12	321
16. Dunville	Grace Elem	Integrated	K-6	51
	St. Anne's Aca	Roman Catholic	K-12	429
	St. Martin's C.H.	Integrated	7-12	68
17. Gander	St. Paul's C.H.	Roman Catholic	7-12	281
	Gander Coll	Integrated	10-12	390
18. Harbour Grace	St. Paul's C.H.	Integrated	7-12	227
	St. Francis C.H.	Roman Catholic	7-12	279
19. Hawkes Bay	Ingornachoix Elem	Integrated	K-7	50
	Ralph Harnum Elem	Pentecostal	K-12	148
20. Lethbridge	Bayview Academy	Seventh-Day Adv.	K-9	8
	L.R. Ash Elem	Integrated	K-8	265
21. Marystown	Creston Academy	Pentecostal	K-8	54
	Sacred Heart Elem	Roman Catholic	K-6	740
	Creston Academy	Seventh-Day Adv.	K-9	19

Community	Schools	Denomination	Gds.	No.
22. Ming's Bight	Seaside Elem	Integrated	K-6	16
	Ocean View Elem	Pentecostal	K-7	53
23. Norris Arm	Norris Arm	Integrated	K-9	120
	Carmel Coll	Roman Catholic	K-12	126
24. Port de Grave	St. Luke's Elem	Integrated	K-6	63
	Port de Grave	Pentecostal	K-9	114
25. Pouch Cove	Pouch Cove Elem	Integrated	K-6	150
	St. Agnes Elem	Roman Catholic	K-6	177
26. Robert's Arm	Crescent Elem	Integrated	4-6	50
	R. W. Parsons Aca	Pentecostal	K-6	82
27. Roddickton	Evely Collegiate	Integrated	7-12	110
	A. C. Palmer Coll	Pentecostal	7-12	84
28. Roddickton	Roddickton Elem	Integrated	K-6	93
	A. C. Palmer Aca	Pentecostal	K-6	92
29. South Brook	Hall's Bay Elem	Integrated	K-6	30
	South Brook Elem	Pentecostal	K-6	64
30. Springdale	Grant Collegiate	Integrated	7-12	328
	Charisma Coll	Pentecostal	7-12	349
31. Springdale	Charisma Aca	Pentecostal	K-6	165
	Indian River Elem	Integrated	K-6	215
32. St. John's	Our Lady of Mercy	Roman Catholic	K-8	220
	Presentation Elem	Roman Catholic	K-3	221
33. St. John's	Brinton Memorial	Integrated	K-6	191
	St. Pius X Elem	Roman Catholic	K-4	359
34. St. John's	St. John's Elem	Seventh-Day Adv.	K-6	95
	Bishop Abraham	Integrated	K-6	281
35. St. John's	St. John's Aca	Seventh-Day Adv.	7-12	76
	Booth Memorial	Integrated	10-12	534
36. St. John's	Harrington Pri	Integrated	K-4	164
	Holy Cross	Roman Catholic	K-5	463
37. Stephenville	L. S. Eddy Coll	Pentecostal	7-12	87
	Stephenville H.S.	Integrated	6-12	384
38. Stephenville	L. S. Eddy Academy	Pentecostal	K-6	61
	W. E. Cormack Aca	Integrated	K-5	220
39. Summerford	Inter Island Academy	Pentecostal	K-6	246
	Summerford Elem	Integrated	K-6	150
40. Triton	Harbour View	Pentecostal	K-6	94
	Brian Peckford Elem	Integrated	K-6	127
41. Victoria	Bethel Academy	Pentecostal	K-9	97
	Persalvic Elementary	Integrated	K-7	321
42. Windsor	Windsor Academy	Integrated	K-6	259
	Windsor Elementary	Pentecostal	K-6	290

Table 8.15: Academic Allocations by School District, Model C.

						School Staff						Central Office Staff			
School District	Basic	Guid.	Lib.	Small	Mean	Native	French	Spec Ed	Total	Prin.	Supt.	Asst.	Co-ord.	Total	Alloc
1 Vinland-Straits	202.7	4.7	4.7	31.6	4.0	0.0	0.0	31.1	278.7	13.2	1.0	3.0	8.0	12.0	303.9
2 Deer Lake-St. Barbe	242.6	5.6	5.6	28.6	2.0	0.0	0.0	37.3	321.7	15.8	1.0	4.0	8.0	13.0	350.5
3 Green Bay	226.6	5.2	5.2	23.4	2.0	0.0	0.0	34.8	297.3	14.8	1.0	3.0	8.0	12.0	324.0
4 Exploits Valley	302.0	7.0	7.0	6.9	0.0	0.0	0.0	46.4	369.2	19.7	1.0	4.0	9.0	14.0	402.8
5 Notre Dame	202.6	4.7	4.7	8.0	0.0	0.0	0.0	31.1	251.1	13.2	1.0	3.0	7.0	11.0	275.3
6 Terra Nova-Cape Freels	392.4	9.0	9.0	13.9	0.0	0.0	0.0	60.3	484.7	25.5	1.0	5.0	10.0	16.0	526.3
7 Bon-Tri-Placentia	304.3	7.0	7.0	16.7	0.0	0.0	0.0	46.8	381.8	19.8	1.0	4.0	9.0	14.0	415.6
8 Avalon North	633.1	14.6	14.6	7.0	0.0	0.0	0.0	97.3	766.5	41.2	1.0	5.0	10.0	16.0	823.8
9 Avalon	1,476.7	33.9	33.9	6.7	0.0	0.0	0.0	226.9	1,778.2	96.1	1.0	5.0	10.0	16.0	1,890.4
10 Burin Peninsula	320.0	7.4	7.4	24.8	0.0	0.0	0.0	49.2	408.7	20.8	1.0	4.0	9.0	14.0	443.5
11 Bay D'Espoir	107.8	2.5	2.5	23.3	2.0	0.0	0.0	16.6	154.6	7.0	1.0	2.0	7.0	10.0	171.7
12 Port aux Basques	126.9	2.9	2.9	6.6	2.0	0.0	0.0	19.5	160.8	8.3	1.0	2.0	7.0	10.0	179.1
13 Bay of Islands-St. George's	609.3	13.9	13.9	14.2	0.0	0.0	7.0	93.6	752.0	39.7	1.0	5.0	10.0	16.0	807.7
14 Labrador East	153.2	3.5	3.5	10.7	2.0	44.8	0.0	23.5	241.3	10.0	1.0	3.0	7.0	11.0	262.3
15 Labrador West	150.2	3.4	3.4	4.0	0.0	0.0	2.4	23.1	186.5	9.8	1.0	2.0	7.0	10.0	206.3
16 Conception Bay South	209.3	4.8	4.8	0.1	0.0	0.0	0.0	32.2	251.2	13.6	1.0	3.0	7.0	11.0	275.9
Total	5,659.7	130.1	130.1	226.5	14.0	44.8	9.4	869.8	7,084.4	368.5	16.0	57.0	133.0	206.0	7,658.9

Student Transportation

The cost of student transportation, which is so high in Model B, is only marginally elevated in this model. Because consolidation is restricted to schools within the same community, few additional bus routes are required. In most cases, for example, students could be accommodated through the restructuring of existing services, demanding only a marginal increase in expenditure. In several cases, students could even be accommodated entirely by existing services, thereby achieving considerable savings.

Further investigation found areas where busing services for a single region were administered independently by two, three and even four jurisdictions. Under such circumstances it is virtually impossible to avoid overlapping routes. In some cases, additional routes were in place because of a lack of flexibility on the part of schools and boards. In others, additional routes were in place solely to accommodate the denominational system. For example, Roman Catholic students in Frenchman's Cove, living only minutes from an integrated school in Garnish, were bused 15 km to a Roman Catholic school in Marystown. Under Model C such duplication is avoided and all services are centralized under the jurisdiction of a single board with busing provided only to the nearest school.

Summary of Costs

Table 8.16 shows comparative expenditures by individual account items for both a sample district and for the province as a whole. The data presented for the sample board under Model A do not represent any particular Model A board but merely illustrate what a comparable Model C board would look like by combining all corresponding costs within the Model C boundary. A provincial summary is included to show the overall potential savings that could be achieved as a result of a single school board model.

Administration expenditures. The cost of operating and maintaining school board offices ($14.7 million) accounted for 2.9 percent of the total education expenditure. Over $3.5 million savings were realized between models C and A. Most of this was accomplished through superintendents' salaries and certain economies of scale achieved through the closing of a number of buildings. Of the total administration expenditure, 67.4 percent went on salaries and benefits.

Instruction expenditures. The provision of instruction ($413.3 million) accounted for 81.8 percent of the total cost, a savings of almost 2 percent over Model A. Of that amount, 96.9 percent is committed to salaries and benefits, and 2.1 percent is spent on instructional materials such as textbooks, resource materials, library supplies and teaching aids. More than $8.3 million in savings in instructional salaries are identified. The majority of these salary unit reductions are central office personnel.

Operations and maintenance expenditures. Just over $2 million in savings could be achieved through the consolidation of schools. Of that amount, approximately $900,000 would be saved through salaries and the remainder through the closure of buildings. The two largest components are the salaries and benefits of janitorial and maintenance staff ($19.4 million), and heat and light ($12.3 million). Repairs and maintenance to buildings and equipment account for another $6.2 million.

Pupil transportation expenditures. Of the total cost of student transportation under Model A ($29.4 million), $439,400 could be saved through the consolidation of schools, children travelling to the nearest school, and a single system of operating buses within each region. Little could be done to save on the approximately $2 million spent for the transportation of students with special physical needs; depending on where the students are, real costs could go up or down.

Other expenditures. The remaining one percent of the total cost of education, spent on various ancillary services and interest expenses, is not affected by the model and no savings were achieved. The largest component ($3.3 million), committed to interest on capital, would not disappear through the consolidation of school boards.

Table 8.16: School Board Expenditures for Sample District and Total Province, Models C and A.

			Sample Board			Provincial Total		
Current Expenditures			Combined A	Sample C	C-A	Model A	Model C	C-A
	Administration Expenditures							
51	11	Salaries & Wages (Gross)	724,721	568,509	(156,212)	11,675,338	9,132,323	(2,543,015)
	12	Employee Benefits	64,319	50,455	(13,864)	986,744	771,820	(214,924)
	13	Office Supplies	41,050	34,893	(6,157)	477,997	431,392	(46,605)
	14	Office Furniture & Equipment	2,194	1,865	(329)	93,280	84,185	(9,095)
	15	Postage	10,208	8,677	(1,531)	227,471	205,293	(22,178)
	16	Telephone	42,623	29,836	(12,787)	653,492	589,777	(63,715)
	17	Office Equipment Rentals and Repairs	25,425	25,425	0	413,788	413,788	0
	18	Bank Charges	3,925	3,925	0	139,242	139,242	0
	19	Electricity	13,433	9,403	(4,030)	259,140	233,874	(25,266)
	21	Fuel	0	0	0	52,561	47,436	(5,125)
	22	Insurance	1,424	1,424	0	62,532	56,435	(6,097)
	23	Repairs & Maintenance (Office Building)	36,373	30,917	(5,456)	190,819	172,214	(18,605)
	23	Travel	59,064	41,345	(17,719)	923,405	747,958	(175,447)
	25	Board Meeting Expenses	16,576	11,603	(4,973)	290,075	234,961	(55,114)
	26	Election Expenses	4,824	4,824	0	107,028	107,028	0
	27	Professional Fees	15,321	10,725	(4,596)	403,701	258,369	(145,332)
	28	Advertising	21,664	15,165	(6,499)	269,458	218,261	(51,197)
	29	Membership Dues	19,567	19,567	0	323,618	207,116	(116,502)
	31	Municipal Service Fees	156	156	0	10,406	10,406	0
	32	Rental of Office Space	0	0	0	105,388	85,364	(20,024)
	33	Relocation Expenses	0	0	0	41,061	164,244	123,183
	34	Miscellaneous	13,897	11,812	(2,085)	498,445	385,927	(112,518)
	Total Administration Expenditures		1,116,764	880,526	(236,238)	18,204,989	14,697,412	(3,507,577)

	Instruction Expenditures		Combined A	Sample C	C-A	Model A	Model C	C-A
52	10	Instructional Salaries (Gross)						
	11	Tchrs' Sal/Benfits - Reg	22,034,418	*21,651,918*	*(382,500)*	*385,284,447*	*376,983,547*	*(8,300,900)*
	12	- Substitute	980,461	980,461	0	12,640,731	13,936,406	1,295,675
	13	- Board Paid	58,766	58,766	0	1,638,521	1,638,521	0
	14	Augmentation	0	0	0	1,300,000	1,300,000	0
	15	Employee Benefits	0	0	0	0	0	0
	16	School Secretaries - Salaries	290,906	290,906	0	5,004,730	4,516,769	(487,961)
	17	- Benefits	21,114	21,114	0	596,338	596,367	29
	18	Other (Specify)	0	0	0	870,303	870,383	80
			23,385,665	23,003,165	(382,500)	407,335,070	399,841,992	(7,493,078)
52	40	Instructional Materials			0			
	41	General Supplies	174,985	174,985	0	2,809,396	3,097,359	287,963
	42	Library Resource Materials	69,415	69,415	0	1,408,587	1,552,967	144,380
	43	Teaching Aids	242,725	242,725	0	3,242,530	3,242,530	0
	44	Textbooks	95,997	95,997	0	1,194,768	1,194,768	0
			583,122	583,122	0	8,655,281	9,087,624	432,343
52	60	Instructional Furniture & Equipment			0			
	61	Replacement	23,970	23,970	0	986,228	986,242	14
	62	Rentals and Repairs	14,732	14,732	0	826,497	826,670	173
			38,702	38,702	0	1,812,725	1,812,912	187
52	80	Instructional Staff Travel			0			
	81	Program Co-ordinators	49,202	31,702	(17,500)	704,330	465,500	(238,830)
	82	Teachers' Travel	989	905	(84)	333,110	306,994	(26,116)
	83	In-service and Conferences	84,640	83,982	(658)	760,722	701,081	(59,641)
			134,831	116,589	(18,242)	1,798,162	1,473,576	(324,586)
52	90	Other Instructional Costs			0			
	91	Postage and Stationery	10,302	10,302	0	395,762	364,734	(31,028)
	92	Miscellaneous	15,268	15,268	0	701,410	758,645	57,235
			25,570	25,570	0	1,097,172	1,123,379	26,207
	Total Instructional Expenditures		24,167,890	23,767,148	(400,742)	420,698,410	413,339,483	(7,358,927)

		School Operations & Maintenance		Combined A	Sample C	C-A	Model A	Model C	C-A
53	*11*	***Salaries - Janitorial***		883,399	869,998	(13,401)	14,599,199	13,951,174	(648,025)
	12	- Maintenance		1,438	1,416	(22)	3,536,956	3,379,959	(156,997)
	13	Employee Benefits		94,818	93,380	(1,438)	2,126,875	2,032,468	(94,407)
	14	Electricity		646,435	636,629	(9,806)	9,492,341	9,070,998	(421,343)
	15	Fuel		108,432	106,787	(1,645)	3,336,877	3,188,761	(148,116)
	16	Municipal Service Fees		21,079	20,759	(320)	411,806	393,527	(18,279)
	17	Telephone		71,728	70,640	(1,088)	1,279,639	1,222,839	(56,800)
	18	Vehicle Operating and Travel		8,834	8,700	(134)	379,456	362,613	(16,843)
	19	Janitorial Supplies		74,561	73,430	(1,131)	1,411,352	1,348,705	(62,647)
	21	Janitorial Equipment		9,340	9,198	(142)	95,390	91,156	(4,234)
	22	Repairs & Maintenance	- Buildings	152,743	150,426	(2,317)	6,337,011	6,055,726	(281,285)
	23		- Equipment	1,824	1,796	(28)	157,267	150,286	(6,981)
	24	Contracted Services	- Janitorial	69,593	68,537	(1,056)	980,735	937,202	(43,533)
	25	Snow Clearing		54,815	53,983	(832)	864,996	826,601	(38,395)
	26	Rentals		0	0	0	462,588	442,055	(20,533)
	27	Other (Specify)		4	4	0	112,035	107,062	(4,973)
	Total Operations & Maintenance			2,199,043	2,165,684	(33,359)	45,584,523	43,561,131	(2,023,392)

		Pupil Transportation Expenditures	Combined A	Sample C	C-A	Model A	Model C	C-A
54	10	Operation & Maintenance of Board Owned Fleet						
	11	Salaries - Administration	55,698	23,747	(31,951)	369,721	364,197	(5,524)
	12	- Drivers and Mechanics	798,164	381,050	(417,114)	5,932,581	5,843,940	(88,641)
	13	Employee Benefits	70,594	43,996	(26,598)	684,979	674,744	(10,235)
	14	Debt Repayment - Interest	240,000	76,469	(163,531)	1,190,554	1,172,765	(17,789)
	15	- Principal	249,401	93,652	(155,749)	1,458,070	1,436,284	(21,786)
	16	Bank Charges	2,658	333	(2,325)	5,178	5,101	(77)
	17	Gas and Oil	175,837	102,945	(72,892)	1,602,746	1,578,799	(23,947)
	18	Licenses	17,905	8,301	(9,604)	129,241	127,310	(1,931)
	19	Insurance	21,316	9,210	(12,106)	143,394	141,251	(2,143)
	21	Repairs & Maintenance - Fleet	99,738	51,693	(48,045)	804,809	792,784	(12,025)
	22	- Building	1,082	2,179	1,097	33,925	33,418	(507)
	23	Tires and Tubes	22,145	11,656	(10,489)	181,476	178,764	(2,712)
	24	Heat and Light	7,409	3,971	(3,438)	61,829	60,905	(924)
	25	Municipal Service	482	382	(100)	5,942	5,853	(89)
	26	Snow Clearing	90	1,209	1,119	18,820	18,539	(281)
	27	Office Supplies	4,147	1,395	(2,752)	21,712	21,388	(324)
	28	Rent	0	0	0	0	0	0
	29	Travel	2,342	1,521	(821)	23,674	23,320	(354)
	31	Professional Fees	3,925	1,287	(2,638)	20,033	19,734	(299)
	32	Miscellaneous	9,460	3,547	(5,913)	55,218	54,393	(825)
	33	Telephone	2,847	1,425	(1,422)	22,185	21,854	(331)
	34	Capital Expenditure Out of Current	0	1,493	1,493	23,238	22,891	(347)
			1,785,240	821,459	(963,781)	12,789,325	12,598,235	(191,090)
54	40	Contracted Services			0			
	41	Regular Transportation	6,064	946,906	940,842	14,742,402	14,522,130	(220,272)
	42	Handicapped	132,003	119,790	(12,213)	1,865,012	1,837,146	(27,866)
			138,067	1,066,696	928,629	16,607,414	16,359,276	(248,138)
		Total Pupil Transportation	1,923,307	1,888,155	(35,152)	29,396,739	28,957,511	(439,228)

		Other Expenditures	Combined A	Sample C	C-A	Model A	Model C	C-A
55	10	Ancillary Services						
	11	Operation of Teachers' Residences	10,421	10,421	0	595,307	595,307	0
	31	Cafeterias	110,567	110,567	0	197,162	197,162	0
	32	Other (Specify)	0	0	0	205,022	205,022	0
			120,988	120,988	0	997,491	997,491	0
56	10	Interest Expense						
	12	Capital						
		School Construction	326,959	326,959	0	3,166,752	3,166,752	0
		Equipment	0	0	0	9,741	9,741	0
		Service Vehicles	987	987	0	2,622	2,622	0
		Other	1,918	1,918	0	87,414	87,414	0
			329,864	329,864	0	3,266,529	3,266,529	0
	13	Current - Operating Loans	36,139	36,139	0	1,420,887	1,420,887	0
	14	- Supplier Interest Charges	25,239	25,239	0	44,304	44,304	0
			61,378	61,378	0	1,465,191	1,465,191	0
Total Interest Expense			391,242	391,242	0	4,731,720	4,731,720	0
57	10	Miscellaneous Expenses						
57	11	Miscellaneous (Specify)	2000	2,000	0	66,691	66,691	0
Total Current Expenditures			29,921,234	29,215,743	(705,491)	519,680,563	506,351,439	(13,329,124)

Model D – A Rational Non-denominational System

Organization and Structure

Model D responds to both Term 2 and Term 4 of the Commission's Terms of Reference. It examines the extent of duplication resulting from the denominational system (#4) but also considers the extent to which school districts and schools can be further consolidated (#2). In other words, it presents a picture of what Model C would look like and cost at a maximum level of consolidation of and sharing among schools and school districts; or what Model B would look like if it were implemented without denominational considerations. Within this framework, there would also exist a single set of non-denominational boards, but their number would be reduced to minimum levels. In addition, schools would be consolidated, based upon acceptable parameters for school size, reasonable conditions for student transportation and demonstrated need.

District Organization

In order to gain insight into the issues associated with school district effectiveness, the following steps were completed: a review of the related literature, the examination of a number of local studies, the development of an independent survey, the completion of a background report on the subject, conducting several focus groups and interviews, and, upon reaching its conclusions, the completion of sensitivity analyses.

It was concluded that the ideal operating size of a school district was simply that, *an ideal* – a rather abstract idea that helps to guide the thinking of individuals and groups in their quest for optimum effectiveness. In spite of the vast source of information available, there was no conclusive evidence to suggest any one size can be applied universally. It was evident, rather, that the rationale which must guide the decisions surrounding either the consolidation of existing districts or the formation of new ones, must not be guided by size alone but must consider a range of administrative and educational factors such as the following:

Administrative Factors:

- fiscal conditions
- geographic size
- population dynamics
- community/regional identity
- communication systems
- location of regional services
- climatic conditions
- historical links

Educational Factors:

- needs of children
- school characteristics
- quality of educational services
- nature and extent of central office services
- quality of personnel
- availability of appropriate resources

The goal of a viable school district is to achieve a blend of effective governance and responsible administration within the context of how it delivers educational programs and services. To achieve this end, to ensure equality of educational opportunity, to facilitate effective interaction between the policy side and the delivery side, and to link with the appropriate health care and social services systems, districts must encompass an appropriate geographic area (a community or region).

Translating these conditions into appropriate decisions concerning the number and boundaries of school districts for Model D was not without its difficulties. If, for example, there was consensus among educators regarding the ideal size and nature of school districts or among local officials regarding the best location and types of available services, decisions would be uncomplicated but such consensus does not exist. As a result, priorities had to be established, assumptions made and certain factors weighed against others. Conditions in some districts, however, - such as low or decreasing enrolments, high per-pupil expenditures, lack of adequate resources, few available services, high *per capita* debt, and the close proximity of other districts to which students could be transported - made decisions on restructuring more obvious.

A complete list of the alternative school districts generated for Model D, along with the enrolment, schools, average school size and enrolment in small schools, is presented in Table 8.17. While the Avalon East district has the largest student population in this model, it is far from the largest geographically. The average district under the model had 14,457 students in 53 schools. A map showing the geographic boundaries of the nine districts under Model D is presented in the Figure 8.6.

Table 8.17: Enrolment, Schools, Average School Size, and Small School Enrolment by School District, with Model C Consolidation, Model D.[1]

School District	Enrolment	Schools	Avg. Size	Small Enrol.	Small %
Avalon East	38,097	87	437.9	250	0.7
Avalon West	15,737	61	258.0	1,131	7.2
Burin Peninsula	7,372	26	283.5	1,654	22.4
Gander-Bonavista	15,691	58	270.5	1,598	10.2
Grand Falls-Green Bay-Bay d'Espoir	19,152	87	220.1	3,941	20.6
Corner Brook-Deer Lake	11,531	43	268.2	1,552	13.5
Stephenville-Port aux Basques	9,739	39	249.7	1,087	11.2
Northern Peninsula-Labrador South	5,852	47	124.5	2,701	46.2
Labrador	6,938	26	266.8	977	14.1
Provincial Average	**14,457**	**53**	**261.8**	**1,655**	**145.9**
Total	**130,109**	**474**	-	**14,891**	-

[1] Based on data for the 1989-90 school year.

A Rational Non-denominational System

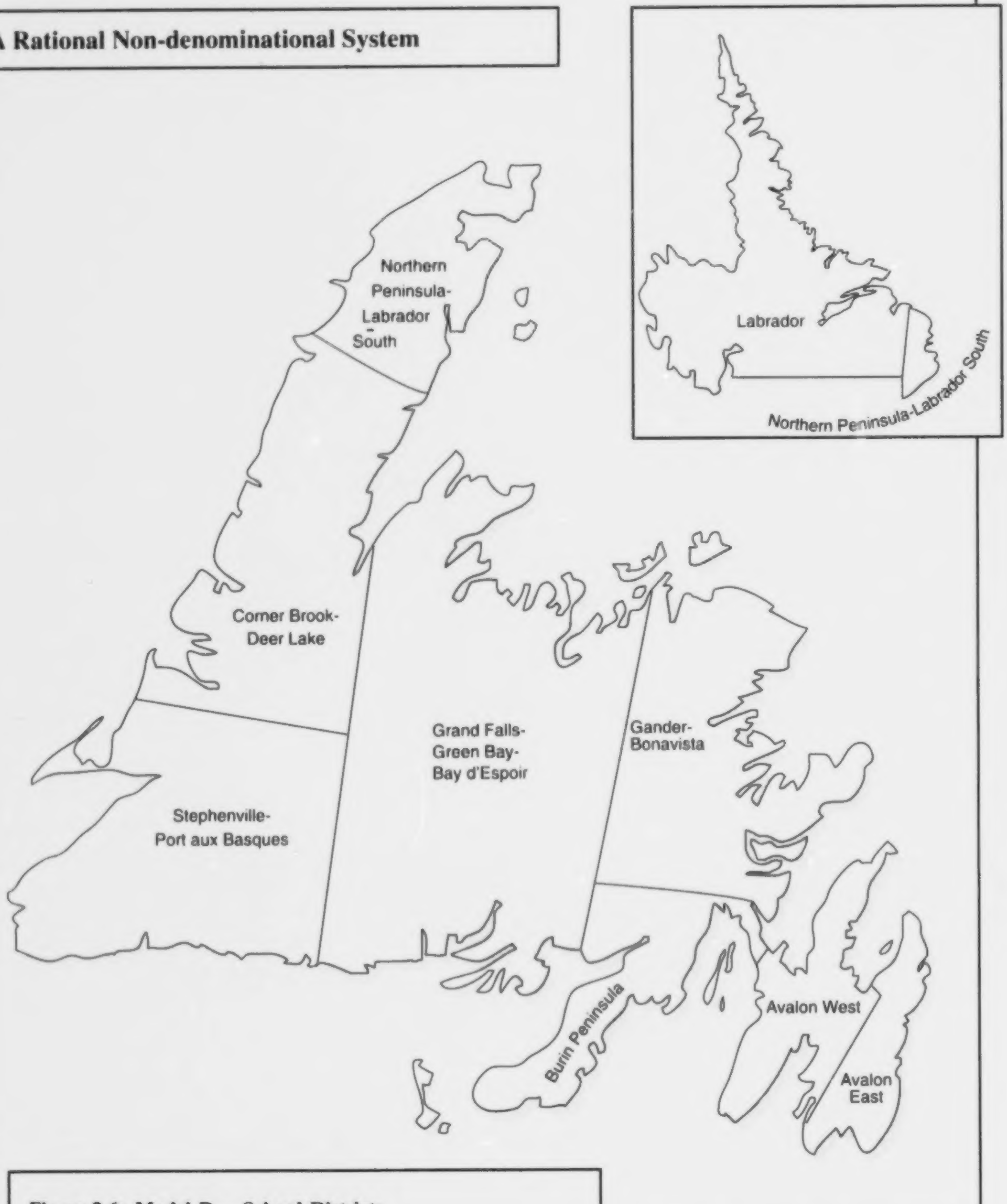

Northern Peninsula-Labrador South
Corner Brook-Deer Lake
Stephenville-Port aux Basques
Grand Falls-Green Bay-Bay d'Espoir
Gander-Bonavista
Burin Peninsula
Avalon West
Avalon East
Labrador
Northern Peninsula-Labrador South

Figure 8.6: Model D — School Districts.

Table 8.18: Enrolment by School District by Denomination, Model D.

School District	Actual	% Int.	% RC.	% Pent.	% SDA.	Total
Avalon East	38,097	39.1	58.6	1.9	0.4	100.0
Avalon West	15,737	57.2	41.4	1.3	0.1	100.0
Burin Peninsula	7,372	43.9	55.1	0.7	0.3	100.0
Gander-Bonavista	15,691	88.0	10.7	1.2	0.1	100.0
Grand Falls-Green Bay-Bay d'Espoir	19,152	60.8	17.4	21.7	0.1	100.0
Corner Brook-Deer Lake	11,531	67.9	27.1	4.4	0.6	100.0
Stephenville-Port aux Basques	9,739	43.4	55.1	1.5	0.0	100.0
Northern Peninsula-Labrador South	5,852	73.3	17.3	9.4	0.0	100.0
Labrador	6,938	59.5	39.7	0.8	0.0	100.0
Total	130,109	56.2	38.6	5.0	0.2	100.0

Table 8.18 shows the make-up of school districts under Model D with a single set of rationalized boundaries applied across the province. It also shows the number of students by denomination for each district. The composition of the Avalon West and Labrador districts largely resembles the total provincial composition. The Avalon East, Burin Peninsula and Stephenville-Port aux Basques districts have larger Roman Catholic populations, the Gander-Bonavista and Corner Brook-Deer Lake districts have large integrated populations, while the Grand Falls-Green Bay-Bay d'Espoir district has a significant Pentecostal component.

School Organization.

Measuring the potential for school consolidation again required the establishment of rules to guide the decision-making process. The rules were applied sequentially: first, those developed for Model C (within communities) and then those for Model B (between communities), but ensuring that the same school was not consolidated twice.

Table 8.19 presents the allocation policies for teachers, principals and central office personnel for Model D. Based on the same allocations as other models, Model D identified a total of 7,421 school staff, a reduction of 1.4 percent from Model A, and 138 central office staff, down 60.9 percent. The greatest differences between models A and D were the losses of 153 program co-ordinators and 39 assistant superintendents through the consolidation of central offices. Of the teaching units lost to school consolidation, 27 were special education units, 26 were small school units, and 38 were units under the *mean allocation* formula.

Summary of Costs

Comparative expenditures by model are presented in Table 8.20. Again, individual boards have not been included. Comparison of each of the models provides a clear depiction of rationalized and non-rationalized, denominational and non-denominational structures and the potential costs and savings that could be expected.

Administration expenditures. The greatest savings in the cost of operating and maintaining school board offices can be achieved under Model D. The total cost of operating the nine boards ($13.0 million), is $5.3 million less than the cost of operating the 29 boards under Model A. Most of the savings come from superintendents' salaries and certain economies of scale achieved through the closing of buildings. However, consolidating two boards does not cut the administrative costs in half: Model D reduces the number of boards under Model A by 69.0 percent, yet the total saving is only 28.9 percent.

Instruction expenditures. The provision of instruction ($408.0 million) accounts for 81.9 percent of the total cost of Model D, a saving of 3.0 percent compared to costs in Model A. Of that amount, 96.7 percent is committed to salaries and benefits, and 2.3 percent to instructional materials such as textbooks, resource materials, library supplies and teaching aids.

Operations and maintenance expenditures. More than seven percent ($3.2 million) savings could be achieved through the consolidation of schools. Of that amount, approximately $1.4 million would be saved through salaries and the remainder through the closure of buildings. The two largest components are the salaries and benefits of janitorial and maintenance staff ($18.8 million), and heat and light ($11.9 million). Repairs and maintenance to buildings and equipment account for another $6.0 million.

Pupil transportation expenditures. While some savings in student transportation services are realized under this model, not all school consolidations led to savings. As with Model B, many consolidations led to additional bus routes. However, given the absence of overlapping bus networks and the capability of introducing the highest levels of flexibility and efficiency, these extra routes do not translate into increased in costs as they did in Model B, and there is, in fact, a marginal net decrease of $134,000 compared to Model A.

Table 8.19: Academic Allocations by School District, Model D.

	School Staff										Central Office Staff				
School District	Basic	Guid.	Lib.	Small	Mean	Native	French	Spec Ed.	Total	Prin.	Supt.	Asst.	Co-ord	Total	Alloc.
Avalon East	1,657.2	38.1	38.1	3.8	0.0	0.0	0.0	209.5	1,946.7	93.5	1.0	5.0	10.0	16.0	2,056.2
Avalon West	684.6	15.7	15.7	17.0	0.0	0.0	0.0	110.2	843.1	43.0	1.0	5.0	10.0	16.0	902.1
Burin Peninsula	320.7	7.4	7.4	24.8	0.0	0.0	0.0	51.6	411.9	20.5	1.0	4.0	9.0	14.0	446.4
Gander-Bonavista	682.6	15.7	15.7	24.0	0.0	0.0	0.0	109.8	847.8	45.0	1.0	5.0	10.0	16.0	908.8
Grand Falls-Green Bay-Bay d'Espoir	833.1	19.2	19.2	59.1	0.0	0.0	0.0	134.1	1,064.6	58.0	1.0	5.0	10.0	16.0	1,138.6
Corner Brook-Deer Lake	501.6	11.5	11.5	23.3	0.0	0.0	0.0	80.7	628.6	32.5	1.0	5.0	10.0	16.0	677.1
Stephenville-Port aux Basques	423.7	9.7	9.7	16.3	0.0	0.0	7.0	68.2	534.6	29.5	1.0	5.0	10.0	16.0	580.1
Northern Peninsula-Labrador South	254.6	5.9	5.9	40.5	4.0	0.0	0.0	43.9	354.7	20.5	1.0	4.0	8.0	13.0	388.2
Labrador	301.8	6.9	6.9	14.7	0.0	44.8	2.4	48.6	426.1	20.5	1.0	5.0	9.0	15.0	461.6
Total	5,659.7	130.1	130.1	223.4	4.0	44.8	9.4	856.5	7,058.0	363.0	9.0	43.0	86.0	138.0	7,559.0

BEST COPY AVAILABLE

Table 8.20: School Board Expenditures for Total Province, All Models.

Current Expenditures			Model A	Model B	Model C	Model D	Savings D-C	Savings D-B
	Administration Expenditures							
51	11	Salaries & Wages (Gross)	11,675,338	10,475,472	9,132,323	7,817,370	(1,314,952)	(2,658,102)
	12	Employee Benefits	986,744	885,337	771,820	660,687	(111,134)	(224,650)
	13	Office Supplies	477,997	454,097	431,392	409,823	(21,570)	(44,274)
	14	Office Furniture & Equipment	93,280	88,616	84,185	79,976	(4,209)	(8,640)
	15	Postage	227,471	216,097	205,293	195,028	(10,265)	(21,070)
	16	Telephone	653,492	620,817	589,777	560,288	(29,489)	(60,530)
	17	Office Equipment Rentals and Repairs	413,788	413,788	413,788	413,788	0	0
	18	Bank Charges	139,242	139,242	139,242	139,242	0	0
	19	Electricity	259,140	246,183	233,874	222,180	(11,694)	(24,003)
	21	Fuel	52,561	49,933	47,436	45,064	(2,372)	(4,868)
	22	Insurance	62,532	59,405	56,435	53,613	(2,822)	(5,792)
	23	Repairs & Maintenance (Office Building)	190,819	181,278	172,214	163,603	(8,611)	(17,675)
	23	Travel	923,405	831,065	747,958	673,162	(74,796)	(157,902)
	25	Board Meeting Expenses	290,075	261,068	234,961	211,465	(23,496)	(49,603)
	26	Election Expenses	107,028	107,028	107,028	107,028	0	0
	27	Professional Fees	403,701	322,961	258,369	206,695	(51,674)	(116,266)
	28	Advertising	269,458	242,512	218,261	196,435	(21,826)	(46,077)
	29	Membership Dues	323,618	258,894	207,116	165,692	(41,423)	(93,202)
	31	Municipal Service Fees	10,406	10,406	10,406	10,406	0	0
	32	Rental of Office Space	105,388	94,849	85,364	76,828	(8,536)	(18,021)
	33	Relocation Expenses	41,061	123,183	164,244	205,305	41,061	82,122
	34	Miscellaneous	498,445	435,398	385,927	336,459	(49,468)	(98,939)
	Total Administration Expenditures		18,204,989	16,517,630	14,697,412	12,950,138	(1,747,274)	(3,567,492)

		Instruction Expenditures	Model A	Model B	Model C	Model D	D-C	D-B
52	10	Instructional Salaries (Gross)						
	11	Tchrs' Sal/Benfits - Reg	385,284,447	379,823,647	376,983,547	371,181,372	(5,802,175)	(8,642,275)
	12	- Substitute	12,640,731	13,272,768	13,936,406	14,633,226	696,820	1,360,459
	13	- Board Paid	1,638,521	1,638,521	1,638,521	1,638,521	0	0
	14	Augmentation	1,300,000	1,300,000	1,300,000	1,300,000	0	0
	15	Employee Benefits	0	0	0	0	0	0
	16	School Secretaries - Salaries	5,004,730	4,754,494	4,516,769	4,290,930	(225,838)	(463,563)
	17	- Benefits	596,338	596,338	596,367	591,219	(5,148)	(5,119)
	18	Other (Specify)	870,303	870,303	870,383	870,303	(80)	0
			407,335,070	402,256,070	399,841,992	394,505,571	(5,336,421)	(7,750,499)
52	40	Instructional Materials						
	41	General Supplies	2,809,396	2,949,866	3,097,359	3,252,227	154,868	302,361
	42	Library Resource Materials	1,408,587	1,479,016	1,552,967	1,630,616	77,648	151,599
	43	Teaching Aids	3,242,530	3,242,530	3,242,530	3,242,530	0	0
	44	Textbooks	1,194,768	1,194,768	1,194,768	1,194,768	0	0
			8,655,281	8,866,180	9,087,624	9,320,141	232,516	453,960
52	60	Instructional Furniture & Equipment						
	61	Replacement	986,228	986,228	986,242	920,926	(65,315)	(65,302)
	62	Rentals and Repairs	826,497	826,497	826,670	854,046	27,376	27,549
			1,812,725	1,812,725	1,812,912	1,774,972	(37,939)	(37,753)
52	80	Instructional Staff Travel						
	81	Program Co-ordinators	704,330	535,500	465,500	301,000	(164,500)	(234,500)
	82	Teachers' Travel	333,110	319,786	306,994	294,714	(12,280)	(25,071)
	83	In-service and Conferences	760,722	730,293	701,081	673,038	(28,043)	(57,255)
			1,798,162	1,585,579	1,473,576	1,268,753	(204,823)	(316,826)
[illegible]2	90	Other Instructional Costs						
	91	Postage and Stationery	395,762	379,932	364,734	350,145	(14,589)	(29,787)
	92	Miscellaneous	701,410	729,466	758,645	788,991	30,346	59,524
			1,097,172	1,109,398	1,123,379	1,139,136	15,756	29,738
Total Instructional Expenditures			420,698,410	415,629,952	413,339,483	408,008,572	(5,330,911)	(7,621,380)

	Operations & Maintenance Expenditures - Schools		Model A	Model B	Model C	Model D	D-C	D-B
53	11	Salaries - Janitorial	14,599,199	14,070,887	13,951,174	13,567,691	(383,483)	(503,195)
	12	- Maintenance	3,536,956	3,408,961	3,379,959	3,287,052	(92,907)	(121,909)
	13	Employee Benefits	2,126,875	2,049,908	2,032,468	1,976,600	(55,867)	(73,308)
	14	Electricity	9,492,341	9,148,834	9,070,998	8,821,659	(249,339)	(327,176)
	15	Fuel	3,336,877	3,216,123	3,188,761	3,101,110	(87,651)	(115,013)
	16	Municipal Service Fees	411,806	396,904	393,527	382,710	(10,817)	(14,194)
	17	Telephone	1,279,639	1,233,332	1,222,839	1,189,226	(33,613)	(44,106)
	18	Vehicle Operating and Travel	379,456	365,724	362,613	352,645	(9,967)	(13,079)
	19	Janitorial Supplies	1,411,352	1,360,278	1,348,705	1,311,633	(37,073)	(48,646)
	21	Janitorial Equipment	95,390	91,938	91,156	88,650	(2,506)	(3,288)
	22	Repairs and Maintenance - Buildings	6,337,011	6,107,689	6,055,726	5,889,269	(166,457)	(218,420)
	23	- Equipment	157,267	151,576	150,286	146,155	(4,131)	(5,421)
	24	Contracted Services - Janitorial	980,735	945,244	937,202	911,441	(25,761)	(33,803)
	25	Snow Clearing	864,996	833,694	826,601	803,880	(22,721)	(29,814)
	26	Rentals	462,588	445,848	442,055	429,904	(12,151)	(15,944)
	27	Other (Specify)	112,035	107,981	107,062	104,119	(2,943)	(3,862)
	Total Operations & Maintenance		45,584,523	43,934,921	43,561,131	42,363,744	(1,197,387)	(1,571,177)

		Pupil Transportation Expenditures	Model A	Model B	Model C	Model D	D-C	D-B
54	10	Operation & Maintenance of Board Owned Fleet						
	11	Salaries - Administration	369,721	390,346	364,197	369,721	5,524	(20,625)
	12	- Drivers and Mechanics	5,932,581	6,263,539	5,843,940	5,932,581	88,641	(330,958)
	13	Employee Benefits	684,979	723,192	674,744	684,979	10,235	(38,213)
	14	Debt Repayment - Interest	1,190,554	1,256,971	1,172,765	1,190,554	17,789	(66,417)
	15	- Principal	1,458,070	1,539,411	1,436,284	1,458,070	21,786	(81,341)
	16	Bank Charges	5,178	5,467	5,101	5,178	77	(289)
	17	Gas and Oil	1,602,746	1,692,157	1,578,799	1,602,746	23,947	(89,411)
	18	Licenses	129,241	136,451	127,310	129,241	1,931	(7,210)
	19	Insurance	143,394	151,393	141,251	143,394	2,143	(7,999)
	21	Repairs & Maintenance - Fleet	804,809	849,706	792,784	804,809	12,025	(44,897)
	22	- Building	33,925	35,818	33,418	33,925	507	(1,893)
	23	Tires and Tubes	181,476	191,600	178,764	181,476	2,712	(10,124)
	24	Heat and Light	61,829	65,278	60,905	61,829	924	(3,449)
	25	Municipal Service	5,942	6,273	5,853	5,942	89	(331)
	26	Snow Clearing	18,820	19,870	18,539	18,820	281	(1,050)
	27	Office Supplies	21,712	22,923	21,388	21,712	324	(1,211)
	28	Rent	0	0	0	0	0	0
	29	Travel	23,674	24,995	23,320	23,674	354	(1,321)
	31	Professional Fees	20,033	21,151	19,734	20,033	299	(1,118)
	32	Miscellaneous	55,218	58,298	54,393	55,218	825	(3,080)
	33	Telephone	22,185	23,423	21,854	22,185	331	(1,238)
	34	Capital Expenditure Out of Current	23,238	24,534	22,891	23,238	347	(1,296)
			12,789,325	13,502,796	12,598,235	12,789,325	191,090	(713,471)
54	40	Contracted Services						
	41	Regular Transportation	14,742,402	15,564,828	14,522,130	14,646,093	123,963	(918,735)
	42	Handicapped	1,865,012	1,969,054	1,837,146	1,827,322	(9,824)	(141,732)
			16,607,414	17,533,882	16,359,276	16,473,415	114,139	(1,060,467)
		Total Pupil Transportation	29,396,739	31,036,678	28,957,511	29,262,740	305,229	(1,773,938)

		Other Expenditures	Model A	Model B	Model C	Model D	D-C	D-B
55	10	Ancillary Services						
	11	Operation of Teachers' Residences	595,307	595,307	595,307	595,307	0	0
	31	Cafeterias	197,162	197,162	197,162	197,162	0	0
	32	Other (Specify)	205,022	205,022	205,022	205,022	0	0
			997,491	997,491	997,491	997,491	0	0
56	10	Interest Expense						
	12	Capital						
		School Construction	3,166,752	3,166,752	3,166,752	3,166,752	0	0
		Equipment	9,741	9,741	9,741	9,741	0	0
		Service Vehicles	2,622	2,622	2,622	2,622	0	0
		Other	87,414	87,414	87,414	87,414	0	0
			3,266,529	3,266,529	3,266,529	3,266,529	0	0
	13	Current - Operating Loans	1,420,887	1,420,887	1,420,887	1,420,887	0	0
	14	- Supplier Interest Charges	44,304	44,304	44,304	44,304	0	0
			1,465,191	1,465,191	1,465,191	1,465,191	0	0
		Total Interest Expense	4,731,720	4,731,720	4,731,720	4,731,720	0	0
57	10	Miscellaneous Expenses						
57	11	Miscellaneous (Specify)	66,691	66,691	66,691	66,691	0	0
		Total Current Expenditures	519,680,563	512,915,083	506,351,439	498,381,096	(7,970,343)	(14,533,986)

Conclusions

Two concerns central to the Commission's Terms of Reference were addressed in this section of the report. The first was the Commission's mandate to examine the extent of the duplication attributable to the denominational structure of schooling, and the second was to determine the extent to which schools and school districts could be further consolidated. Answers to both questions were needed for the Commission to complete the rest of its work and to inform the public about the efficiency of the present school system.

To address these issues a system was formulated for classifying and examining the problem along two dimensions. The first dimension was governance and consisted of two categories: a denominational category and a non-denominational category. The second dimension was operational performance and, again, was examined through two alternative categories: the current level of organizational efficiency and a proposed level of increased efficiency.

Since each dimension had two discrete categories and there were two dimensions, four types of school systems could be examined and cost differences between types could be estimated in order to ascertain the relative efficiencies of each type. The four empirical categories were given the labels Model A, Model B, Model C and Model D. Both A and B were models of a denominational system corresponding to the existing system with its four denominational categories: Integrated, Roman Catholic, Pentecostal and Seventh Day Adventist. What distinguished Models A and B was the organizational effectiveness or operational performance dimension. Model A was the status quo; that is, the model based on prevailing (1989-90) efficiencies. Model B was based on the efficiencies proposed in the Commission's Terms of Reference - maximum sharing and maximum consolidation. It is useful to note, then, that any efficiencies gained by Model B over Model A would be efficiencies *within* the existing denominational structure.

In contrast to Models A and B, Models C and D were non-denominational models. This is not to say that Models C and D could not be connected with religion, only that for governing purposes denominations would no longer have legalized monopolistic control. All classes of persons, including religious persons not of the founding denominations, and those with no religion, would be equally eligible to participate in school board elections and as members of school councils. Model C, while non-denominational, was in every other respect organized along the same lines as Model A, the *status quo*. One could regard Model C as being of academic interest only because no one would advocate establishing an inefficient organization. Model D, on the other hand, was a non-denominational model which maximized the sharing of services, like Model B, *and* the consolidation of schools, as in Model C.

The comparative costs of the four types of school systems are presented in Figure 8.7. Model A, the actual situation in 1989-90, cost $519.7 million; Model B, the denominational system with maximum sharing and consolidation, would have cost $512.9 million; Model C, the non-denominational model with 1989-90 efficiencies, would have cost $506.4 million; and Model D, the non-denominational model with maximum sharing and consolidation, would have cost $498.4 million.

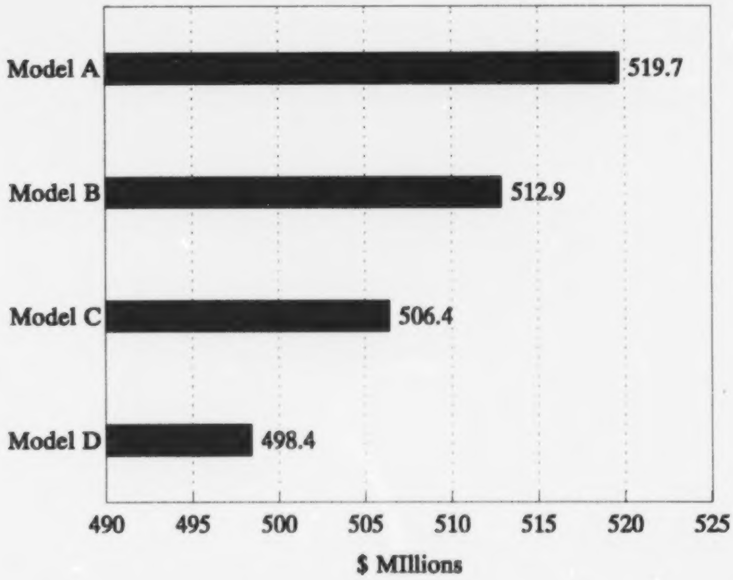


Figure 8.7: Total Operating Costs under Each Model, 1989-90.

The comparative savings between various combinations of Models is illustrated in Figure 8.8. In theory, there would be significant savings in a streamlined denominational system, Model B, which could result in a $6.8 million reduction from the *status quo*, but more considerable savings would be gained by adopting Model D, the non-denominational model with maximum consolidation, with savings of approximately $21.3 million a year.

The next critical question, then, is *which* components of the school system account for the increased efficiency of Model D over Model B; that is, what efficiency is the result of the non-denominational system alone. Each model was broken down into five components for costing purposes: administration expenditures, instruction expenditures, operations and maintenance expenditures, transportation expenditures, and other expenditures. Although the largest of these

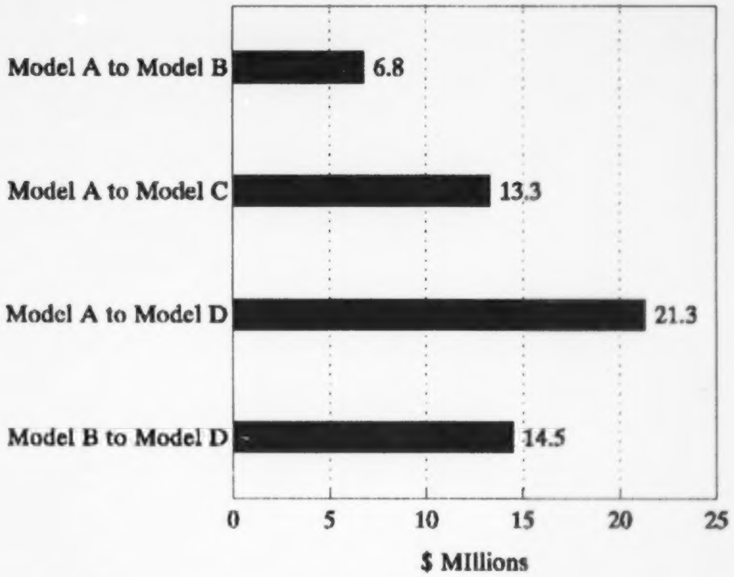


Figure 8.8: Differences between Individual Models, 1989-90.

expenditures, by a factor of six, is the instruction category (mainly teachers' salaries) most of the savings in Model D were from savings on central office staff salaries. Comparisons between the two models show that under the basic formula there were no savings in classroom teaching salaries, but that the salary for 47 school staff positions could be saved along with the salary for 100 central office staff positions, primarily through the consolidation of small schools and the type of formula used to allocate special education personnel. This is indicative of the somewhat inflated administrative structure of the existing school system. While the differences between Models B and D account for 147 salary units, the total difference between the status quo and the most efficient systems, Models A and D, account for savings of 320 salary units.

The other alternative is to streamline the denominational model and leave it at that. The savings would be about $6.8 million, or $52 per student, and the number of teaching and administrative jobs lost would be at a minimum. While the system would not be the most efficient possible, it would preserve the historic *denominational governing structure*, safeguard teaching jobs, and maximize sharing and consolidation, at least to the degree it is possible within the denominational framework. However, it cannot be assumed that Newfoundlanders wish to preserve the historic denominational system.

If it is agreed that the system has to be changed in some way to make it more efficient and to better rationalize the use of our scarce educational resources, the true alternatives become Models B and D and the real issue becomes one of how *much* change is best. It is one thing to describe an ideal system and another to prescribe it. In this section the overwhelming emphasis was on describing the costs of schooling, given specified assumptions about structure and organization.

Notes

1. C. Roebothan, and P. Warren, *School District Boundaries Revisited*, report of the Task Force on Integrated School District Boundaries, 1987.

2. D. Treslan, R. Warren and K. Tracey, *Educational District Boundaries: A Framework for the Future*, 1988.

3. A. Collins, *Catholic Education Council Report of the Provincial Boundaries Committee*, a report to the Catholic Education Council on the recommendations of "Educational District Boundaries: A Framework for the Future", 1988.

4. C.F. Verge, *Renewal by Reorganization: Report on School Board Boundaries*, a report to the Pentecostal Education Council, 1989.

Part V:

A Model For Change

9

Revitalizing the Education System

The true mission of schooling has been debated relentlessly, but many disagreements over school practice can be traced to disagreements about whether schools are primarily a public good or a private benefit. Is the mission of schools, for instance, to prepare young people to maintain intact our social, economic and government structures, or to enable them to realize their own unique potential by developing their individual interests and talents? The answer is "both"; however, the comparative emphasis assigned the two concerns goes a long way toward determining one's vision of education.

The Commission believes that children must be challenged to reach ever higher standards. To realize any new vision of education, the education system as it now exists in Newfoundland and Labrador must be changed. But this change cannot simply be mandated; it must come from deep within the education system itself. The change process has already begun. The Commission believes its role to be one of shaping and directing the energy which is already working in the system in order that new structures may be designed for the benefit of all.

Trends in School Reform

In many industrialized nations during the 1970s, economic restructuring, changing technology, concern about inadequate academic performance and increased ethnic diversity led to calls for improved schools. Studies calling for sustained change capable of stemming "a rising tide of mediocrity" pointed to the need for greater regulation. Governments responded by considering such measures as raising academic standards, calling for greater accountability, lengthening the school day and year, and implementing more stringent teacher certification requirements. This "top-down" approach sought reform within the existing vision of schooling by imposing edicts from above.

In the late 1980s, a number of jurisdictions instituted significant reforms, at the broad base of the education system – an approach which also calls for a substantially different vision of schooling. Some of the changes associated with this approach include decentralized decision-making, greater parental involvement, increased participation of teachers in curriculum reform, more emphasis on teaching methods which stress processing and applying information, greater use of community resources and a much broader picture of how the allocation of educational resources needs to be changed.

To date, several such strategies have been employed. One strategy (*site-based* or *school-based management*) involves returning authority to the school and instituting democratic participation in school decisions by parents and others; another (*schools of choice* or *magnet schools*) gives more direct authority to individual teachers to choose or develop the programs with which they are associated, and it grants families the right to select the school that best suits them. While these latter two approaches are not incompatible, they are somewhat different in their underlying assumptions. Other strategies have surfaced under various names, such as *participatory management* and *strategic management*, which recognize that teachers and parents have an important role to play in school life. Such models require the establishment of *school councils* for the systematic involvement in school decisions by the principal, teachers, parents, community leaders and students. The council advises the principal, who remains the primary decision maker. The extent to which these approaches establish the autonomy of the school and distribute power between school and parents depends very much upon the functions assigned to the council and the people involved. In any case, however, greater authority attaches to the school, and so the principal, in relation to the school board, becomes a much more influential figure.

Any attempt to redefine how schools operate inevitably challenges the basic assumptions about the governance of education. Consequently, in a number of jurisdictions, the roles of schools, school boards and education departments are under examination. Some, for example, are changing the role of their Department of Education from that of regulator to "enabler", while others are redefining such basic underlying principles as accountability and performance. The Commission examined a number of structures in its quest for a system suitable to local needs and conditions.

Principles of Reform

At the core of any program of reform there must be a set of guiding principles which comprise the standards against which success or failure can be measured. The following principles accepted by the Commission have guided educational decision making for more than a hundred years and have remained as enduring and useful as they were in the beginning.

Equity

The concept of equity has had many different meanings and is often misunderstood and misapplied. The Commission views equity as the assurance of fairness for all individuals regardless of background, individual characteristics or geographic location. To achieve equity, every child's full participation and involvement in the education system must be rigorously pursued by providing adequate choices that meet diverse learning needs and interests, by ensuring that the curriculum is current, relevant and meaningful, and by guaranteeing the efficient use of resources at every level and in every quarter. Frequently, equity is considered a financial issue - concerned with the distribution of resources - but it is a financial issue only to the extent to which it is tied to resource allocation. The concept can be applied at every level of responsibility, from government, which must allocate large sums of money to ensure every child is treated fairly, to the classroom teacher, who must deal with every child without discrimination. In each case, the principle is to provide for the best possible learning opportunities for every child. In a province like Newfoundland, to achieve equity may require unequal distribution of resources in order to achieve a high standard of education.

Quality

Quality must permeate all levels of the education system, from policy development, to governance, to administration, to programs and services, to teaching and learning. Children are individuals, and need individual consideration and flexibility in both teaching and learning if they are to realize a quality education: one simple standard will not work for all.

Achieving a quality education will require that, regardless of interests, abilities or talents, every child is individually challenged to understand, meet and exceed the needs and expectations of society in a manner which is appropriate and realistic for the child. This kind of quality can only be nourished in an environment that fosters dedication, determination, creativity, initiative and high achievement. A quality environment can only be established through effective leadership which promotes trust, openness, respect, integrity and collaboration.

Freedom of Choice

In the current debate about school governance in this province, the notion of "freedom of choice" has usually been restricted to a discussion of denominational schools. It has been vociferously argued by supporters of the system that parents have the right to choose the kind of schooling they want for their children, and that the first choice they must be free to make is the denominational character of the school their children will attend.

The freedom to choose a denominational school must, however, be held in balance with other freedoms. Sometimes the freedom to have a denominational school has resulted in two schools where consolidation into one school would permit a more substantial program. Thus, the freedom of one group encroaches on the freedoms of another and on other freedoms, such as the freedom to have a quality education.

Freedom requires options. Today, other than choosing a school for their children – and for many there is no choice – parents have few meaningful choices in their children's formal education. They are denied, for example, the right to make educational decisions about the teachers who will work with their children, the degree of rigor in the program, what courses will be made available to their children, access to planning decisions, or even information about how their school is doing in relation to others. The Commission believes that parents, with teachers and others, should have a much greater opportunity to participate in making educational choices which affect their children's future.

Integration

For any system of schooling to be both effective and efficient it must connect and draw upon all the components within the education system, from government administrators to parents and students. In addition, it must connect education to the social and economic systems which have in the past operated as separate and distinct domains. It also means recognizing the changing, pluralistic nature of our society by promoting respect for different cultural, religious and social groups and bringing them together for the benefit of all.

Effective integration will also require all the partners in the system to work toward a shared vision and goals, with a devotion to a common purpose that transcends self-interest. It will achieve this by being receptive to new ways of thinking and acting that give educators, parents and community members equal encouragement to assume a role in the whole process of education.

Responsiveness

Our system of education has long been criticised for being slow to respond to students' needs in an appropriate manner or for failing to respond to them at all. A responsive system is one which considers the personal backgrounds and goals, individual characteristics and circumstances, and different geographic locations of all the children whose needs it must meet. It must also be able to respond to changing needs beyond the schools – primarily arising from the business and political communities and often based on social concerns – and to do so in a timely and effective fashion.

Accountability

Public demands for improvement and increased efficiency in the operation and maintenance of schools are part of the broad issue of accountability. More generally, accountability in education concerns the system's fulfilling its duty to students, parents and society at large by providing a good curriculum, and teaching effectively and efficiently. Although public sentiment is clearly in favour of new standards for accountability, little consensus can be found on what those standards should be or how they should be measured.

Restructuring the system without consistently monitoring it and holding it accountable for its operation is, however, unacceptable, and new standards and means will need to be found to judge the system.

In the past, records of student performance have usually been used to judge the system's success, but new ways need to be found to measure student performance - ways which also consider the more intangible but vital skills of critical thinking, problem-solving, initiative and creativity, as well as the basic skills and school attendance. For the system to be truly accountable, we must also discover ways of assessing our schools as they relate to the needs of their local communities, how they involve parents in school life and how they cultivate and nurture the relationship between teacher and learner.

Autonomy

Although certain basic standards of education must be established for all schools in the province, each school should be allowed flexibility and autonomy in the way it attains those standards. Giving the schools more power and thus more autonomy, will, the Commission believes, encourage more imaginative approaches to the core curriculum and bring more meaning to the way the curriculum is being taught. School autonomy might also result in a school's decision to specialize in certain subject areas most suited to its resources, its staff's skills, and the community's needs.

Such autonomy would also enable and support more local involvement in the educational process, and help to ensure that any problems are understood by the decision-makers and, thus, that decisions are likely to be effective. This list of principles is by no means exhaustive, and some may argue there are others of equal or greater importance. And, on the surface, some may seem to conflict with others, such as the principles of equity and local autonomy, where it might seem that one can be achieved only at the expense of the other. The Commission's approach to implementing these principles has been to maintain the integrity of each as fully as possible while striking a balance among them, always mediated by the overriding principle of providing the highest quality of education that can be achieved – and sustained.

Facing New Challenges

The Commission's development of an appropriate philosophy for educational reform has been guided by the many ideas, suggestions, proposals and recommendations it received during the public hearings, interviews and focus groups. These ideas, coupled with the guiding principles described above and cumulative knowledge generated from the Commission's own research, have also established or clarified a number of challenges for education in this Province.

The following challenges were identified:

1. *To provide for an education system which channels its full energy toward the primary role of schooling – teaching and learning.* The need exists to restructure the school year, the curriculum, the learning environment, and the educational services provided to ensure that all children excel academically to a level commensurate with their abilities.
2. *To provide for a system of education in which children of all religions can learn together, with each other and about each other, and can achieve tolerance of each others' cultures and religious beliefs.* Our challenge is to find ways to support children's religious values as being valid and meaningful while also encouraging them to expand their understanding so they will see that others' values and beliefs are equally important to them. The education system must acknowledge and reflect this so that all children can learn together.
3. *To provide for a system of education based on moral principles in which all religious groups can develop and implement religious instructional programs specifically suited to their own philosophy and*

ideology. The challenge is not for the abandonment of cherished values and beliefs that have provided meaning and direction for many Newfoundland children, but an invitation to participate in a new and wider vision, one which recognizes and accepts cultural, ethnic and religious diversity.

4. *To encourage and support the social, emotional and physical development of children.* Low achievement in school is often caused or exacerbated by physical or emotional disabilities or by social and economic problems at home. In this province there is a particular challenge to meet these difficulties so that all children have an equal opportunity to excel.
5. *To provide greater regional and local authority by giving school boards, schools, and parents more authority and flexibility to run their schools.* The challenge is to allow a fuller and more significant participation by teachers, students, parents and others from the community in order for schools to become dynamic and enterprising institutions which are more responsible for the education they provide. At present, much of the personal energy and creativity available to the system is lost because there is too little involvement by teachers and parents in the decision-making process. Schools must find new and creative ways to encourage parents to become active in education and to ensure that educational decisions are made at the most appropriate level.
6. *To provide for the full exchange of ideas, services, programs and resources among all groups, agencies and individuals who serve the educational needs of youth.* A greater measure of co-operation and sharing of resources is needed to overcome the economic and geographical realities of the province.
7. *To make schools more accountable for what children must learn.* This requires well-understood, well-articulated academic expectations for all children, at every stage of schooling, to ensure that they achieve the necessary academic standards before being promoted. It requires a system of accountability that focuses on quality rather than on conformity.
8. *To make the most effective use of resources.* Just as it is no longer acceptable to continue to fund programs that are ineffective or do not meet current needs, neither is it acceptable to underfund those programs essential to the development of an education system that responds to the needs of living and working in the 21st century.

9. *To improve integration between the school system and other institutions.* This requires the establishment and utilization of linkages between the education system at all levels and other institutions, such as pre-schools, post-secondary institutes, business and other public services and resources.

10. *To provide for an education system that is dynamic, responsive, flexible and committed to self-improvement.* The challenge is not to develop improvements that will survive for the next 25 years, but to put in place a process for continuing advancement; a process which recognizes the global education environment, the internal strengths and weaknesses of the system, and the need for review, self-examination and revitalization.

The Commission's response to these challenges has helped to shape the formation of the framework of the proposed system. Although some may see the resulting structure as a radical departure from the principles underlying the existing delivery system, the Commission regards it, not as a divergence, but as an evolution and advancement of the tradition we already have. Many of these challenges have long been with us and have to be answered, finally, in a new and systematic fashion; others are products of our present times and economy. Any successful system has to be prepared to meet all challenges.

Assumptions

The following assumptions and beliefs about the nature and value of teaching and learning were derived from the Commission's examination of the changing nature of society, the structures and services in place today, and the conditions that affect learning and their potential for change. Each has helped to define and guide this inquiry and to shape its recommendations. The Commission holds that

- every child can learn;
- not all children enter school ready to learn;
- all children come to school with certain skills, expectations, learning styles, and views that reflect their experiences and culture;
- all cultures have value;
- all parents want to do the best for their children;
- all parents have an important role to play in school life;
- all schools are capable of doing significantly better in their mission which is to educate children;

- schools cannot do the job of educating children alone; parents and other community agencies and institutions must join in partnership; and
- school structures can change so that those involved and those affected share in the decision-making.

Leadership

Although there have been profound changes in the education system since the last Royal Commission on Education, for the most part they have been responsive in nature, such as answering specific health needs, reacting to the demands of particular special interest groups, or reacting to local demographic changes. Such unconnected responses are not genuine reform, but rather *ad hoc* adaptations often to localized or short-term exigencies. While such responses may address specific issues, they do not address the underlying problems of the system itself.

One of the recurrent themes throughout the Commission's deliberations was the need for creative leadership at all levels of the education system - from provincial officials, to board personnel, to principals and individual classroom teachers. The Commission believes that competent leadership is critical for any major restructuring to work, but it will need to be developed and nurtured, and steps will have to be taken to identify appropriate leadership models, skills and potential leaders.

The Commission believes the province needs to recruit more leaders who have a clear understanding of the school system, pedagogy, social structures and economic realities, and who are committed to constructive change. Each leader must also have a sense of purpose and a clear vision of where the system can and should be going. Good leaders and strong leadership can also inspire others to be creative and can help to foster a new working environment built on trust, openness, respect and collaboration. Every effort must also be made to ensure that this kind of leadership is distributed throughout the education system, and at all levels, not simply at the administrative centres.

The Process of Change

The importance of schooling as a vital provincial resource cannot be overstated. Well-educated and well-prepared citizens are indispensable to both the social health and prosperity of a province which has to deal with the complex realities of a changing and more competitive world. The Commission believes that the Newfoundland school system - conceived as it was in the nineteenth century for a vastly different society - is not making the best use of that vital resource. The Commission has thus had to develop a framework for the creation of a new system which will ensure that the resource is sustained and increased in the coming decades, and that we provide the highest possible education for ***all*** children.

Throughout the preceding pages of this report, the Commission has sought to examine the realities facing any education system in this province, the needs for change and the foundations upon which a new model will have to be built. For any system to effect reform there must be not only compelling reasons for change, but also a clear and acceptable vision of what changes are required and a willingness to act. To find a consensus that will ensure the commitment of all those with a stake in the education system, the Commission has had to consider the views and needs of government, educators, churches, parents, students and other groups, but it has also had to fulfil the role of leader or else it would have failed in its duty and its vision.

The size and scale of the changes envisaged by the Commission will also require an education system that can reach out and involve other individuals and agencies in the process. Educators will have to work in close cooperation with students and parents, community and business leaders, health, welfare and enforcement agencies, other educational institutions (from pre-school to post-secondary), and other interested groups and individuals. The future health of the education system of this province depends on how well, and with what level of commitment, the needed improvements are addressed.

Summary

Change can best be achieved with a genuine, non-partisan commitment to excellence and a willingness to alter our system of education dramatically. Reform should be approached in a climate of trust and good will. The Commission believes that "more of the same" - even if it is improved and enriched - will not achieve the results that are needed. The challenge is to find a more effective and productive system with which to deploy our educational resources, and not merely to provide increments in school efficiency. To find such a system we may need to depart radically from traditional views of schooling and establish substantially different processes.

The Commission believes most people will agree that our schools must be caring, nurturing places that address the needs of every child. No two children have the same needs, the same life experiences, the same aspirations and ambitions, nor, indeed, learn in the same way. In the end, we all want our schools to be better. We want them to provide our children with an excellent education and to provide it in a way that guarantees all children, regardless of location or socio-economic background, an equal chance of achieving that excellence.

10

Planning for Success: Governance

The aims of public education for Newfoundland and Labrador state that education is a process whose purpose is the fullest and best development of the student, achieved through an understanding and practice of the Christian and democratic ideals that are accepted in our society.[1] This philosophical position envisions the school as a learning environment, a place to grow in intellectual development, in physical skill, in social competence, in emotional stability, and in moral and spiritual well-being. The school is thus expected to attend to the full development of the whole child - cognitively, physically, morally, spiritually, socially and emotionally.

In spite of these aims - or perhaps because of how much they must encompass - there is significant disagreement within Newfoundland about the proper role of the school in today's society. Such dissent is also partly the result of our changing and sometimes conflicting views about society itself: about work, roles, values, institutions and governance. In Newfoundland society, as elsewhere, the school system and the government are inextricably tied together, but in this province a third element - the Church - has had a significant role in defining the relationship between education and society at large. Any attempt to re-examine the mandate for schools and to promote a consensus about how our educational aims are to be realized must take all the relationships between these factors into account.

This chapter proposes a model for our educational system that the Commission believes will allow it to respond to the new expectations and needs of a society in a rapidly changing world. It is a model designed both to preserve the accepted aims of public education and to recognize the traditional partnerships between church, state and education.

Fundamental Needs

Whatever the degree of social change and whatever the need for reform, there are also certain unchanging principles upon which schooling must be based. These can be set down as two general objectives or needs.

The first is to teach students the basic skills required for citizenship and for survival in a technological age - the foundation skills of literacy and numeracy. These are prerequisites for disciplined thinking, appreciation of literature and our culture, the understanding of science and mathematics, and the mastery of other languages. They are also at the foundation of learning because they are required for an individual to function adequately in everyday life.

The second objective is to initiate students into the major forms of human knowledge. These forms show what has been created, what we have discovered about ourselves and the world, and how we have done so. This knowledge is necessary for developing the mind, for understanding and for creativity. It emphasizes content and process, knowing both *what* and *how*. In addition to addressing these basic needs, however, schools must also teach students how to interact with other students, help them think critically, expose them to a variety of viewpoints and instill in them a core of common values.

Given these requirements, and the changing needs noted earlier, the Commission feels compelled to set down the following principles to guide schooling and as a means of evaluating its own and other models.

The Commission therefore holds that

1. all children are entitled to a curriculum rich and varied, challenging and inspiring, which enables them to reach the highest possible level of fulfilment, so that all, for the benefit of all, are able to shape their own destinies and create a better world;
2. all children, to the best of their ability, should be able to master the basic knowledge and skills necessary for independent living: literacy and numeracy, the development of aesthetic sensibilities, and an understanding and appreciation of their cultural and religious heritage;
3. at the end of schooling, all children should be able to make rational choices, within the framework of accepted values and traditions of the culture, about the way they should live their lives;
4. at the end of schooling, all children should be prepared to assume personal responsibility, to become enterprising individuals, knowledgeable of their own strengths and confident of their abilities to participate in all the aspects of society which interest them.[2]

A Mandate for Change

The Commission heard repeatedly from virtually every quarter that the school system must be changed, even though many disagreed on the direction and degree of change required. Educators said that far too much is being asked of schools today and that they have been struggling to accommodate a range of expectations which they cannot hope to realize. New, hastily-developed programs have been implemented and additions to traditional curricula have been made to satisfy the needs of special interest groups. Other compromises to the traditional curriculum have resulted from changing demands in the workplace and the incorporation of new technologies.

The Commission believes it is time for the goals of schooling to be more clearly focused and articulated. Within the province's widely scattered rural communities, mere access to schools and school facilities is not a simple matter. Over one-half of the province's children attend small, rural schools where learning conditions and curriculum opportunities are more restricted than those prevailing in urban schools. The differences are such that it is questionable whether equal opportunities for all children can ever prevail. The fact remains that the province is unable to marshal the critical mass necessary to compensate for, or equalize, all the acknowledged differences affecting rural schools. While every effort continues to be made to eliminate disparities and to create more opportunities for students, it is unlikely that equality of educational opportunity will be achieved without some controversy.

The Commission is also aware that schools cannot ignore the deep and complex societal changes affecting learners. Children mirror the larger society to which they belong and the ills of that society are too often reflected in the faces of children in the classroom. Hunger, neglect, abuse and a host of other factors confront and sometimes confound the educational process. Throughout the public hearing process and in submissions, the Commission was told repeatedly of a desire to clarify the mission of the schools in relation to such social issues. Because every child must go to school, some believe schools may be the best place to address many of these problems. Others, while they do not believe that the school should be the principal agency for correcting social problems, recognize the importance of the school's social responsibility.

It was clear to the Commission that the school system alone cannot be responsible for the economic and social difficulties of its learners. In order for the goals of schooling to be achieved, there will have to be better ways to focus and allocate Government resources to address these issues. This will involve more creative ways of allocating resources and providing greater flexibility and stability to school boards and schools in addressing their needs. The Commission does not see these social responsibilities entrenched as part of the role of the teacher. It must be stressed, however, that society will only equalize educational opportunities for *"at-risk"* students when it deals adequately with these social, economic, and health issues. Children subjected to these circumstances are too vulnerable to failure.

Many changes have occurred in Newfoundland since the 1969 Commission report on education and these have already had a major impact on the delivery of educational services. The trend to decentralization in education has resulted in school boards now having jurisdiction over most school services. Improvements in transportation services have made it easier to cross traditional geographical boundaries, and have contributed to increased sharing of services and the consolidation of some schools. Nevertheless, it was evident from the Commission's opinion poll, from the majority of the submissions it received and from other assessments of the public will, that most people believe that even more change is needed. Most believe that the present system is neither adequate for the needs of today nor economically defensible. Very few people advocated a system without any further modification. The Commission could thus arrive at no other conclusion than that the system *must* change significantly.

Options

Although the issue of change was at the heart of most of the questions and challenges brought before the Commission, there were some widely diverging views about the direction that change should take and just how much - or how little - there should be. Of the views expressed to the Commission those referring to the denominational aspects of the system were the most divergent, ranging from a secular public system to a strengthened religious presence. What emerged from listening to such opposing views is a recognition that they are both based on different philosophical and moral principles, and that each side advocates an ideal system from its contrary perspectives.

On one hand is the belief that a democratic society which is serious about religious pluralism and individual freedom must accommodate and accept equally children from all backgrounds. On the other is the belief that our society and culture are founded on Christian values and traditions and that these must be part of any education system that prepares individuals to become part of that society. At one extreme of these philosophical convictions are those who demand a complete prohibition of religion in the classroom; at the other are those who are equally insistent that they will not accept the exclusion of Christian principles and religious activities from schooling.

It would be difficult to accommodate such divergent views of education in any realistic model of educational governance. The reality is that there must be compromise on all sides. The fact that the province is facing declining student populations, increasing demands for change, calls for greater accountability and diminishing resources necessitates compromise and sensitivity among those who hold diverse views. Indeed, most who spoke to the Commission were prepared to moderate their own views by acknowledging the rights of both sides. However, it was obvious from the public response to the Commission that the importance of quality education took priority over all other considerations.

After a careful consideration of the opposing views on denominational education and on many other issues, the Commission determined that there were four major options for a school system in this province:

Option 1. retaining the denominational education system in its existing form,

Option 2. abolishing the present denominational education system and establishing a secular public school system totally independent of any church influence,

Option 3. retaining the existing denominational education system, and establishing, under certain conditions, a parallel, secular public school system to serve the needs of those not fully served by the existing denominational system, or

Option 4. modifying the existing denominational education system to retain denominational characteristics but including those groups/individuals not presently served in the governance of schools.

In its examination of these options, the Commission found that not only would there be serious obstacles associated with the first three, but that none of these would satisfy the needs or wishes of most Newfoundlanders. The first option, that of retaining the denominational system in its present form, was rejected also in light of the wishes of Newfoundlanders and because of the educational, demographic, administrative and fiscal challenges facing the province today. A measure of dissatisfaction with the present system was apparent in most of the submissions to the Commission, in its opinion poll, and in numerous interviews and focus groups. The Commission was told repeatedly that the denominational system in its present form creates divisiveness and is an impediment to social cohesion. It was also told that segregated schooling creates not only an unnatural and prejudicial separation of the province's majority denominations but that in most schools there is an even greater intolerance and ignorance of those who do not belong to the established churches. Indeed, some stated that the present system failed to respond to children of other religions and cultures. Thus the present system has to be changed because it fails generally to accommodate the changing nature of society and the general rights of individuals. The results of the public opinion poll supported these conclusions. Seventy-two percent of respondents, for example, agreed that "Denominational schools create divisions between people in the same community", while more than 80 percent disagreed with the idea that "it is best for children to go to separate schools according to their religion".

The second option - adopting a secular public school system - was not considered, principally on the grounds that a majority of the citizens of this province do not support a school system severed from religious teachings and Christian values. In approximately eleven hundred briefs submitted to the Commission, only a small minority supported a move to a fully-secular public school system, and at public hearings across the province, there was also little support for such a move. The message conveyed to the Commission was that, for the most part, parents want to maintain traditional values in schooling to ensure the stability of the family and the community. The message was further reinforced by the findings of the Commission's public opinion poll. A clear majority of respondents (76 percent) agreed or strongly agreed with the statement, "Teaching religion in schools gives a better overall education". And most (85 percent) agreed that "Teachers have a responsibility to show a commitment to religious values and standards".

There is no support for such a system from the established churches. Indeed, they would strongly oppose any move towards a secular public school system. Such a move, they maintain, would violate the principle of parental choice in matters of schooling, a principle supported by the United Nations and, perhaps more seriously, would trigger serious ideological conflicts detrimental to the welfare of our citizens.

The third option, to establish a secular public system concurrent with the existing denominational system, is doubtless the best solution to address the issue of accessibility. However, in an era of declining enrolments and financial restraint, the Commission concluded that it could not be in the best interests of the children of this province to dissipate further the system's limited resources. The Commission felt that further segregation was not the best message to be sending our children when joint service schools had already served to bring children of different denominations together. It would further reduce, at the classroom level, what is already a less than adequately resourced system of education. The Commission felt there was a need to find ways to get more resources into the classrooms, not further diffuse what we already have. Further, to adopt such a course of action would not be fulfilling the mandate of the Commission to deal with the problem of those who do not have full accessibility under the existing denominational educational system nor would it address fundamental educational concerns about the need to upgrade our schools and to level the playing field between them and children in the other countries of the industrialized world.

After careful consideration of the fourth option - a modified denominational system - the Commission has concluded that it is the most practical, responsible and achievable. This option retains many of the benefits of the denominational system while incorporating, to an acceptable degree, the needs and concerns of those not fully served by the existing system. The Commission also believes that the proposed system is the most cost-efficient and effective way of dealing with the demographic changes and educational challenges now confronting our schools.

The Commission recognizes that acceptance of the fourth option will require compromise, understanding and commitment from all involved. Clearly, the philosophical distance between the religious conservatives and the secular-school proponents is significant. Nevertheless, the Commission believes the issue can be addressed through the more formal recognition of other faiths and the development of policies and practices which would meaningfully involve all citizens in governance and schooling. The Commission proposes a system where Churches will have educational input at the highest level of government and a continuing role in the spiritual development of students of their denominational persuasion through the development of religious education programs and pastoral care initiatives.It envisions a system which involves the formal integration of all faiths and the development of policies and practices which would involve all citizens in schooling and school governance. At stake is not only the moral direction of the school system, but the basic quality of education for all our children.

The Commission therefore recommends

Recommendation 1 that, recognizing the reality of a pluralistic democracy, declining enrolments and diminishing resources, the proposed model which is responsive to the needs of all constituent groups, yet recognizes the desire of the majority to retain a school system based on Judeo-Christian principles, be adopted and implemented.

Recommendation 2 that, where numbers warrant, children be provided with opportunities for religious activities and instruction in their own faith, and that the school system be sensitive and responsive to children of all religious groups.

The Commission is fully aware that some people will view these proposals as interfering with protected rights and privileges and a direct assault on the denominational system. Nevertheless, the Commission firmly believes that its recommendations and the model described in this report reflect the most promising and realistic means of confronting both the problems within the school system and the opposing visions of how that system should be run. It appeals to all sides in the denominational debate to put aside their differences and work together to solve the serious problems which the education system must face in this province today.

The Model

Any successful education system must evolve from both the individual needs of students and their parents and the collective needs of the society in which they live. Its success must be judged by how well it interprets these needs as well as by how it responds to them. It must also be assessed on how effectively it directs its energy and resources toward achieving its goals, and how flexible it is in responding to change and uncertainty.

The Commission believes that to achieve success a new partnership in education must evolve in this province, one which will ensure a more flexible and responsive system at every level. Fundamental to this change is the recognition that participation by parents, teachers and others at the local level can bring significant improvements, both in academic attainment and in public advocacy for education. Recent studies show that schools flourish when all groups are brought together in the pursuit of a common cause, are given the power to initiate change, and face together the complex forces which influence teaching and learning.

Most of the reforms in recent years have focused on the school as the prime agency for meaningful change in education. The inference for many people is that school districts have become too remote and removed from any meaningful relationship between boards on the one hand and on the other the community of parents and their children where schools are located. The school board model is based on an assumption that the policy maker can, from above, establish rules for running all the schools within its jurisdiction. Teachers and parents, however, recognize that schools cannot be operated as industrial plants with their mechanized routines and uniformities. Rather, at the centre of the schooling enterprise is a sensitive relationship between a student and a teacher which is based on mutual trust and respect. Successful teaching depends not on following the rules laid down by a group of school board members and officials. It depends instead on a host of non-formal elements which cannot be planned or specified in advance. It is recognized, therefore, that to try to identify the one best way of conducting pupil-teacher interactions in the interests of learning is unproductive and that the school as an organization should be given the freedom and flexibility to make more of its own decisions if the primary needs of children are to be effectively met.

However, in designing a system which is able to take full advantage of local interest, energy, and expertise, it should be recognized that all schools must maintain provincial standards and deliver a curriculum which reflects provincial educational goals. The Commission believes that these needs can be substantially addressed through a model which establishes more direct and significant links between parents and the school. As both society and the school system continue to evolve, such direct involvement from a wider societal constituency will also help to ensure that educators are prepared to meet the increasingly more complex needs of children and the community.

It is the belief of the Commission that a successful model must also accomplish greater educational and fiscal efficiency at both the school and school board levels. Increased costs in such areas as transportation, in-service activities, construction, salaries and supplies have forced many school districts already strapped for funds, and already with inadequate physical resources, to consider cutbacks in the educational services they have. Many are struggling to remain open, let alone to become efficient. These pressures have already led to the closing of some schools and the consolidation of others as the population shifts between and within regions, districts and schools and as school-age population declines.

As one means of addressing these issues, and because of its belief in greater participation at the local level, the Commission endorses the concept of *integrated decentralization*. This concept is at the heart of a system of education in which decisions are made at the most appropriate level of the organization. It provides for a system in which parents, students, educators and others participate actively in the decisions which affect them. Some decisions remain in the domain of the board and its trustees and are best made by them, some are best made by the superintendent, principal or teacher, while others are best made by parents and community leaders. To realize this concept, there must be an increase in the delegation of authority from the province to school boards, from school boards to schools and, in turn, from schools to parents. The challenge is to determine which decisions should be made where, and by whom.

Such an approach has, of course, significant implications for the various denominational systems, but the Commission believes that the essence of the denominational system does not rest with the maintenance of separate and distinct boards, nor does it believe it is fiscally responsible or in the best interests of our children to maintain them. The Commission recognizes the efforts that have been made by some existing boards to streamline and consolidate the school system but is convinced that a restructuring of the system is required, one characterized by a democratized administration and management coupled with the meaningful involvement of the whole community in school life.

The Commission believes that a true interdenominational approach will also resolve many of the philosophical concerns raised during its public consultation process. Such an approach – as opposed to a secular model devoid of religious influence – is a practical means of addressing many of the problems facing education in this province. It allows for the consolidation of resources, the avoidance of duplication of services or effort, equal and universal rights of access and participation, and flexibility in responding to changing needs, yet retains much of the province's religious and educational heritage.

There are a number of goals which the Commission seeks to achieve through such a restructuring. In general, and in keeping with the basic principles enumerated above, these are

- to provide for appropriate educational opportunities for all children,
- to provide for the highest quality educational services,
- to create individual responsibility for the successes and failures,
- to enhance teaching and promote leadership throughout the system,
- to provide opportunities for access to the governance of schools and school boards by all responsible adults,
- to maximize the effectiveness of all components of the system,
- to ensure fiscal responsibility, and
- to provide a balance among individual, community, government and church interests.

There is enough evidence from the experience of joint-service schools to conclude that such a vision can be realized, and that schools can meld different denominational philosophies within a single setting and, at the same time, provide a more favourable educational environment and greater opportunities for children. Where communities have come together, there is already an almost universal endorsement of the interdenominational concept of schooling. The following sections outline the kinds of changes that must occur at each of three administrative levels if the new model is to be implemented. The chapter concludes with a discussion of some of the implications the model will have for present and proposed organizational structures. In each of the following sections, and in subsequent chapters, recommendations are made which would enable specific changes and, collectively, the whole model.

Restructuring at the Local Level

The Commission's proposed model implies major changes in the governance of the school but it is largely based on the need to provide more ownership of the system at the local level, and to parents in particular. The Commission believes by strengthening the involvement of parents and the local community at the school level, it is possible to raise expectations of what can be achieved in our schools. To some, it may seem that the responsibilities identified here are overwhelming; however, these responsibilities fit the changing role of the school, the school board, the church and the province. It is in the mutual interest of all - parents, teachers, principal, the churches - to ensure that all children have an equal chance to succeed.

This section defines the more formal aspects of their roles, but in a way which enables each of them to make its own distinctive contribution to the school's success.

A New Role for Schools

The Commission believes that several fundamental changes must be implemented at the school level. Most basic is a shift in the decision-making process within the school system so that those closest to schooling make more of the important choices. Teachers, students and parents have too often been prevented from contributing the full measure of their own creativity, insight and talents to the operation of their schools. Everyone - from child to parent to public volunteer to teacher - should have a role in school life. When creative leadership reaches deep into the community, the proper support for positive change will be found and all can take part in its success. At the same time, however, those who make the decisions must be held accountable for their shortcomings. Instead of pointing a finger at the failure of others, everyone must share its responsibility and work towards its solution.

In the following sections, the Commission addresses a redefined role for schools within the context of several criteria: leadership, admission, school quality and consolidation.

Leadership. Schools can only be as good as the people who work in them. In many cases, submissions to the Commission focusing on the importance of reform at the school level devoted a great deal of attention to the importance of good teaching and the changing role of the school principal. Within the school, the principal has a dual role, that of administrator and that of instructional leader. The Commission believes that the focus of both these roles must change.

Administratively, schools generate their strength from local leadership and the principal must be the key to that leadership at the school level. Further, more of the decisions which are now made at levels removed from the school should revert to such local leadership.

To develop leadership in teaching, it is also important for principals to be closely involved with that aspect of their profession.

The Commission therefore recommends

Recommendation 3 that every school be given the services of a principal who will have release teaching time for administrative duties.

Admission. The Commission faced a difficult challenge with the issue of school admission: specifically, whether or not a school should be permitted to apply any religious criteria to those admitted. In the present denominational framework, schools reserve the right to screen applicants and enrol students based on criteria which give preference to those of particular denominations.

For the most part in Newfoundland, students are expected to attend the school of their particular denominational affiliation, which is usually what the parent chooses. In practice, however, where space permits, all school systems in the province take considerable numbers of students not affiliated with their particular denomination. During the school year 1989-90, 15 percent of students did not attend the school of their own affiliation. Nevertheless, a great deal of concern raised with the Commission over the denominational system was its intrinsic policy and power of religious exclusion. Most viewed any right of refusal on the part of the churches as incompatible with the idea of a publicly-funded school system.

The Commission's belief, too, is that each school and school district must be free to welcome all students and to create an environment which fosters tolerance, freedom of association, understanding and sensitivity to all human beings. It should also make appropriate religious education programs available for all who want them.

The Commission believes the most promising way to address these issues and maximize the impact of limited financial resources is through an interdenominational approach to schooling. This approach is a responsible way of addressing the issue without directly confronting the need to abolish the present denominational system of schooling. It is difficult to defend a system which retains exclusively denominational schools in view of the changing pluralistic nature of our society, the need for fiscal and educational responsibility, and the problems and challenges facing our children today. At the same time, however, few in this province would advocate a system where no religious activities are tolerated and religious instruction is forbidden. The challenge of a new way of thinking is not a call to abandon cherished values; rather it is a challenge to participate in creating a new vision of schooling.

Present constitutional rights and privileges should not interfere with efforts to create such school environments in this province. Indeed, our experience with joint service schools is testimony that children of different denominational persuasions and beliefs can work and study together. The direction of the future must be towards a system which embodies access, tolerance, understanding and openness. The common denominators uniting the system should be parental concern for the provision of a quality education for their children undertaken in a school environment which reflects Christian principles and practices. There is ample evidence that the people of this province are ready for this type of reform, that enough common ground has been prepared, and that the pursuit of this goal is timely.

The Commission therefore recommends

Recommendation 4 that, where space allows, school admission policies be based on the following priorities:

First, children already enroled in school and their siblings,

Second, children who live near a school entering the school system for the first time,

Third, children who live near a school but are enroled elsewhere,

Fourth, children from outside the local area.

Quality. Different types of physical and administrative school structures are scattered throughout the province – small and large, multi-grade, primary and high, all-grade, and a host of other adaptations to the province's unique geography and the evolution of its educational system over nearly three centuries. Not every school can deliver the full range of curricula, programs or services; nor *should* small schools try to imitate large schools, or intermediate schools high schools. As noted below, there are strengths and potential advantages in each category and these should be given a fuller opportunity to be realized.

It may even be desirable for certain schools to pursue independent paths. There is a need to establish, even if only experimentally, schools which specialize in certain fields such as science, technology, the arts or vocational education, as do some schools which offer advanced French programs. Specialized schools should be encouraged to share their successful curriculum and teaching strategies with other interested schools across the province, thus extending the benefits to students in rural areas where magnet schools are less likely to be a viable option. In addition, highly-skilled non-educators should be encouraged and given opportunities to apply their talents and knowledge in the classroom.

The Commission therefore recommends

Recommendation 5 that the Department of Education and school boards continue to investigate and promote school quality models such as school-based management and magnet schools.

Recommendation 6 that, with the support of the school staff, parents and the community, school boards support schools which wish to pursue distinctive paths which can lead to specialization within the curriculum.

The Commission recognizes, however, that there must be a basic foundation program offered to every child in the province regardless of location or personal circumstance. Small schools are inevitable and will continue to be a reality for some time. Our challenge is to ensure that children in these schools become as equally prepared for adult life and continuing learning opportunities as do children educated in larger schools.

The Commission therefore recommends

Recommendation 7 that the Department of Education define the basic elements of a foundation program which addresses the needs of every child and which will serve as the cornerstone of provincial funding for education.

Consolidation. While there has been a great deal of research on school size, much of it has been inconclusive. Smaller schools have some unique advantages, such as a heightened sense of community and belonging. Their larger counterparts have their advantages, too, such as wider course offerings, more extra-curricular activities and better physical facilities. In the Newfoundland context, however, caution must be used in speaking of "small schools". Many who extol the virtues of small schools elsewhere refer to some vague index of size, usually between 100 and 250 students, because there are so few below that range. Yet 73 schools in this province have fewer than 50 students, and several have even fewer than ten. There are educational disadvantages to schools of this size.

The Commission believes that school size must also be examined in relation to class size. Class size, often a corollary of enrolment, can be a barrier to school performance. Classes should be large enough to permit reasonable efficiencies, yet small enough to allow teachers to give attention to every child. Given the demands for single grade classes, changing demographic conditions, the scarcity of resources, or the proximity of other schools, further consolidation is inevitable, whatever system is in place.

In Newfoundland, schools are small usually for one of two reasons, neither of which is the result of a concern for the quality of education. In this province, schools are small either because the communities in which they are located are small and distant from larger centres, or else to maintain separate denominational schools. In the first instance there is no choice but to have a small school. In the second, many small schools have been established close to one another simply because their pupils are of different religious denominations. One community in the province, for example, has both a large school with superior resources but also supports another school with 16 students and 2 teachers. Such schools, which exist for no other reason than to perpetuate denominational distinctiveness and avail themselves of special financial allocations because of their size, can no longer be justified.

The Commission therefore recommends

Recommendation 8 that school consolidation be considered on the following grounds:

1. schools which are not viable and are within reasonable distance of another school, be targeted for consolidation, and

2. schools which are not viable and are *not* within reasonable distance of another school, be mandated a basic foundation program.

Recommendation 9 that viability be considered in relation to

1. the enrolment, location and quality of school facilities,

2. the scope of the programs offered,

3. the availability of resources within the schools,

4. the types of services available within the surrounding area, and

5. the attainment of provincially-developed standards of achievement.

Recommendation 10 that the school boards define and communicate the conditions and establish the process under which school consolidation will take place.

Recommendation 11 that, once the conditions for consolidation have been identified and a suitable process established, the communities identified in Part IV of this report, *Costs and Consequences*, be examined to ensure that only viable schools continue to operate.

Recommendation 12 that the following guidelines apply for all schools:

1. where numbers warrant, appropriate religious education programs be offered as part of the curriculum, and
2. where numbers do not warrant, and where students of other religious groups are enrolled, opportunities be provided for approved representatives to have appropriate access to students of their faith to have their religious education needs addressed.

Recommendation 13 that, for all new schools the following guidelines shall apply:

1. that they be schools which can serve the needs of all students in a neighbourhood or area.
2. that comprehensive, long-term planning, on the part of the school board and involving the community, be completed, and
3. that the educational, cultural and recreational needs of the surrounding communities and/or neighbourhoods be considered.

Recommendation 14 that for each school an inventory be developed which evaluates its long-term viability, facilities, special needs and program requirements, future maintenance and future construction requirements.

A New Role For Parents

Educational systems in many countries and in many Canadian provinces are moving from *top-down* administrative models to *collaborative* models where all groups who are affected by educational decisions participate in making them. This fundamental change is a recognition that participation by parents, teachers and others in the community can bring both improvement in educational achievement and an increase in public advocacy for education. The Commission is aware of the scepticism on the part of many school administrators about the value of school councils; nevertheless, on balance, it is convinced that parents must play a key role in the schools.

Although parents who meet denominational requirements may seek positions on school boards, in Newfoundland decision-making resides in the central agencies of the Department of Education, the Denominational Education Councils and the school boards. At present, there is little meaningful parental or other local participation. If the school system is to reach its maximum potential with the resources available, the Commission believes it is essential to establish the means for effective parental involvement in the governance of the province's schools. In many cases, parents already actively support the school, take on a variety of responsibilities, communicate with teachers and other staff, and take a vigorous interest in the administration and performance of the school. Within the model proposed in this report the parents, and others from the community at large, would see their former role expanded, formalized and given a genuine authority within the structures of school government.

The Commission recognizes that parents are primarily responsible for the education of their children and have a right to ensure that their schooling conforms with the parents' wishes. In attempting to address the need for a more efficient system and to preserve the Christian character of schooling the Commission proposes that certain responsibilities associated with the operation of schools be carried out by local school councils composed of school staff, parents, community leaders and, where possible, the students themselves.

School Councils. Local councils should be founded in provincial legislation with the power to make decisions on matters that directly affect the school and to advise other levels on issues which concern them. This concept differs from the existing Home and School Associations or Parent-Teacher Associations (which are voluntary and have little or no decision-making authority) in its statutory power, its role in decision-making and in the breadth of its mandate. Such councils could contribute significantly to the achievement of the educational objectives of individual schools, school boards and the province as a whole.

The full integration of these councils into an education system with complementary administrative structures and with the required support throughout the system would be a long-term process. It will also require commitment and co-operation at every level. Some school boards in the province already have well-established traditions of consultation with parents and other members of the school community. In such cases, participants at all levels have developed an appreciation of such consultation. At various times, school boards, too, have initiated or solicited parental involvement and some will therefore already be prepared to incorporate parents and community leaders in the decision-making process. In some areas, many members of the school community already expect to be involved and have developed a great deal of the expertise needed to participate in a new system.

The Commission therefore recommends

Recommendation 15 that, through legislation, provision be made for the establishment and maintenance of School Councils.

The Commission recognizes that one drawback to mandating parental involvement is that parents in some areas may not want to participate, so it may be difficult to find suitable volunteers. This situation may be ameliorated by a program of in-service training to help school principals, staff and other administrators become advocates for parental participation. The Commission is aware that there may be problems inaugurating some of the Councils, but with time, patience and co-operation, the Commission believes an active and productive School Council will exist in every school in the Province. Where there are problems, it will be critical that someone from the board have the responsibility to work with the principal and appointed community representatives to help establish the Council. This individual, appointed at the board level, would also assist with the exchange of information between Councils and the central office, and provide resources to assist with the Council's mandate.

The Commission therefore recommends

Recommendation 16 that policies be established by school boards to facilitate the effective operation of School Councils and that each school board assign staff responsibility for the establishment and development of effective School Councils.

The Department of Education also has no individual or division either concerned with, or able to respond to, issues concerning parental participation.

The Commission therefore recommends

Recommendation 17 that the Department of Education assign staff responsibility for addressing parental issues and providing mechanisms to ensure the meaningful involvement of parents. These responsibilities should include

1. monitoring school boards to ensure that School Councils are established and maintained,
2. developing a clearinghouse of information on local governance for distribution to school boards,
3. providing information on parental roles which have been tried successfully elsewhere, and
4. in an annual report to the Minister, describing the status of School Councils.

Adopting a collaborative approach to education must entail more than structural changes; it will also require a change in the attitudes and expectations of administrators, teachers, parents, students and other community members. Two major changes in attitude need to take place if non-educators, and others who have not had administrative authority in the past, are to be involved in a truly significant way. First, those who now have the power to make decisions must recognize that others associated with the system can make important and valuable contributions to the learning environment. Administrative resistance to sharing power is, perhaps, the greatest barrier to change in this regard. Second, those who do not at present have decision-making authority or an advisory role will have to recognize the importance of their new rights and the significance of their potential contribution to learning. Parents whose opinions have been ignored in the past and who have been put off by the limited activities of a Parent Teachers' Association as well as teachers whose enthusiasm and fresh ideas have been defeated by an inflexible curriculum, will need encouragement and reassurance that they will be heard and heeded within a new, shared enterprise.

Investing such power in the school will be, in the opinion of the Commission, the single most important educational reform to issue from its new model. Properly implemented, it will bring the wisdom and skills of parents into the school system in a significant way, it will create new relationships between the school and its community, it will result in a new partnership of co-operation and mutual trust, and it will infuse the community with a new understanding and respect for the educational concerns of teachers.

Organization. Part of the problem with traditional Home and School Associations and Parent-Teacher Associations - apart from their lack of real authority - has been the lack of operational guidelines. There have been significant differences in both their level of responsibility and their degree of success in different locations. Where they exist, some have been assertive and have exceeded the expectations of the school staff; others have been merely a fund-raising arm of the principal and staff with little responsibility for school affairs; and the remainder fall somewhere in between. Simply eliminating the confusion about the proper relationship between parents and the principal and staff would considerably improve relations between them.

The Commission believes such problems can be prevented in its new model if there is a clear constitution to govern the operation of the School Councils, one which would establish both their authority and the boundaries within which they operate. While specific responsibilities may be different or have a different emphasis, depending on the needs of the school and the individuals involved, the Commission believes that the general thrust should be the same for all Councils. It has thus identified a number of criteria which should constitute their basic mandate, although the Commission recognizes that the operation of such councils must also be a joint decision of the school board, school and parents.

The Commission therefore recommends

Recommendation 18 that the following responsibilities be considered as part of the overall mandate of the School Council:

1. to protect local educational interests,

2. to influence the formation of the school,
3. to share with the school board in school-level decisions, such as curriculum, funding and staffing,
4. to authorize the raising of funds at the school level,
5. to communicate to the school board its concerns about board policies and practices,
6. to seek ways to involve parents, particularly those who, in the past, have chosen not to be involved in school life,
7. to analyze the information about how well the school is doing and, with the assistance of the school board, prepare an annual report to parents, and
8. to hold meetings with parents to discuss the annual report and any other matters concerning the operation of the school.

Recommendation 19 that each School Council co-operatively develop a statement of mission and goals that would be congruent with the powers of the Councils as stipulated in legislation, and that these statements serve as the reference for all school-based decisions.

Recommendation 20 that each School Council communicate its mission and goals to all its constituents: students, parents, school staff, the community and the school board.

Recommendation 21 that each School Council comprise an appropriate balance of representatives from the following groups:

1. parents elected by the parents of children registered at the school,
2. teachers elected by teachers,
3. representatives of the churches,
4. representatives from the community chosen by the other council members, and
5. the school principal (ex officio).

To maintain a good relationship among the various interest groups represented on the Councils, and to ensure the integrity of denominational religious education programs and other locally-determined issues, the Commission believes a formal agreement between each School Council and the school board must be established. The principle behind such an agreement would be to provide for formal linkage among the parents, the school, and the school board.

The Commission therefore recommends

Recommendation 22 that, in collaboration with the school board, each School Council prepare a formal *School Protocol Agreement* to address the following:

1. background and rationale for the agreement,
2. strategies for the provision of religious education,
3. obligations, roles and responsibilities of each partner (the school board and School Council),
4. strategies to facilitate parental input,
5. strategies to encourage and strengthen school/community relations, and
6. mechanisms for regular review of the roles and responsibilities of the Council and the Protocol Agreement.

The proposed model implies major changes in the governance of the school and is largely based on the need to provide more ownership of the system to parents and the parents, teachers and principal must all work closely together to ensure that all children have an equal chance to succeed. The respective roles should be defined in a way which enables each of them to make its own distinctive contribution to the school's success.

A New Role for Churches

The partnership of church and state has deep historical, constitutional and philosophical roots in the Newfoundland School System. The first schools in Newfoundland were founded and nurtured by the churches, and until recent decades the clergy were extensively involved in education. Today, however, church involvement is largely restricted to administration and to the development of a religious education curriculum. There is, nevertheless, a deeper and broader need which should be addressed by the churches within the context of the school: the pastoral care of students.

Young people have always had to face a demanding and sometimes confusing new world as they approach adulthood, but today the transition is more difficult than in the past. Changing lifestyles, the economy, the erosion of traditional moral standards, the decline of religious commitment and observation, the fragility of the family, and a host of other factors can work to disillusion young people and alienate them from society at large. There is a great need in the schools today for concerned and knowledgeable individuals to help students address these problems. The Commission believes the churches should accept responsibility, and the opportunity, to provide pastoral care to students in the school setting.

Because of these needs and the lack of school resources to address them, the Commission believes churches should re-focus their participation in the educational process to take on a role which is more specifically and fully concerned with pastoral needs. Through a new collaboration with government and the schools, the churches could establish professional pastoral services in each school, similar to those now provided in the health care system.

The Commission therefore recommends

Recommendation 23 that the primary role of the church in school life should continue to be the development and provision of religious education programs and additionally providing pastoral care to students.

Recommendation 24 that pastoral care ministries be established with the following mandate:

1. to foster the spiritual growth of students;
2. to assist with spiritual and religious activities in schools;
3. to provide skilled pastoral counsellors in the areas of individual, group and family therapy; crisis intervention; and grief and bereavement assistance; and
4. to provide ethical consultation.

Recommendation 25 that the need to strengthen the role of the church in education through pastoral care ministries be recognized and that school boards co-operate with the churches in developing appropriate pastoral care models for implementation.

Restructuring at the Regional Level

A New Role For School Boards

Under the present model of school district organization, the superintendent serves as the chief executive officer for the district. Most districts also employ at least two assistant superintendents; one of whom is usually assigned to curriculum and the other to administration. As well, each district has a number of program co-ordinators, most of whom are subject area specialists and usually co-ordinate programs from kindergarten to Grade 12. Many program co-ordinators work in multiple subject areas, some of which are not their specialty. Originally, many viewed this structure which arose from the recommendations of the Crocker/Riggs

Task Force on Education (1979) as a downgrading of the role of school principal and of centralizing the curriculum and administrative functions at the board office.

There is a general perception that school districts are "over-administered". This perception is largely based on the existence of the denominational system of education which creates overlapping jurisdictions. Real or otherwise, one has to question the role of central office in whether or not it can address the real needs of teachers, parents and students within the current organizational model.

Over the years, there is little empirical evidence to assess the value of school boards to school outcomes. Indeed, the question as to whether school boards were necessary at all, was raised with the Commission. While the Commission believes school boards and school board office personnel are important, there is no evidence to suggest that the consolidation of boards results in any negative impact on educational performance. One of the shortcomings with consolidation in the past was the absence of any formal structures for local involvement to replace the loss of identity associated with the old board office. For the most part, the new board office was farther away, harder to reach and less relevant.

The Commission believes that school boards are important for several reasons. First, our education system will face some tough challenges in the years ahead which can only be addressed through a multi-tiered response. Second, as indicated earlier in this report, the hopes and expectations for schools are as diverse as they are complex and require a level of attention and knowledge which could not be effectively supported at the provincial level alone. Nevertheless, the Commission has concluded that consolidation of some boards would not result in any negative impact on educational performance, and any loss of immediacy or intimacy associated with the smaller, local board office should be more than compensated for by the involvement of the Councils associated with each school.

In the past, the responsibilities of school boards have fallen within the two general divisions of administrative support and educational programs. How these duties are carried out varies somewhat from board to board, yet, for the most part, boards do not have the flexibility to deviate beyond their local revenue potential. The following functions constitute the boards' administrative responsibilities:

1. **Financial**. The school board has responsibility for obtaining adequate financing for the schools under its jurisdiction, determines budget allocations for schools, establishes fund-raising policies, and is in charge of payroll, contractual services, purchasing, accounting, capital planning, loans and guarantees, accessing alternate programs and funding and ensuring that all funds are expended in ways that are fiscally responsible.

2. **Administrative Support**. The school board has responsibility for policy direction, legal services, lobbying for improvements in legislation, co-ordination and balancing of services and resources, and public relations.
3. **Personnel**. The school board ensures that the people working in the system meet accepted standards of conduct, competence and qualification. The board has responsibility for personnel allocation and assignment, labour relations, personnel transfers, conflict, leave, professional development and recruitment.
4. **Operations**. The school board has responsibility for physical plant maintenance, janitorial work, transportation, facility planning and construction, energy management, regulatory functions, and life and health standards.

In the area of educational programming, school boards are currently involved in professional development for teachers, program enrichment and modification, local course development, leadership development and information sharing. Today, however, there are increasing demands for school boards to assume greater responsibility for the instructional process and curricula policies, to be more involved in educational reform and thus in educational outcomes. Indeed, some who approached the Commission believe that the principal function of boards should be as advocates for the educational interests of children.

Operating and maintaining school boards is a complex task, yet certain administrative functions can be efficiently and effectively addressed regionally. With the scheduled removal of the school tax in June 1992, full financial responsibility for education will be assumed by the Provincial Government. With this shift comes a corresponding shift in relationships between school boards and Government since boards will then be required to respond almost entirely to provincial financial mandates. While the Commission believes this has merit, it also believes reducing the flexibility of school boards to respond effectively to local issues and create innovative alternatives is counter-productive.

While the overriding responsibility of the province is to establish general goals and standards and to give school boards enough support to respond to these objectives in the most effective ways for their regions, it is not the wish of the Commission to set up school boards as convenient pass-through agencies (i.e. from Government to schools) for resources and services.

Some of the forces which have an impact on a board's delivery of educational services are

1. demands for continued and sustained improvements in the quality of schools,

2. difficulties in delivering educational programs and services, particularly to small and isolated areas,
3. lack of consistency among boards in policies, guidelines and standards,
4. inappropriate and ineffective roles for central office personnel,
5. a growing concern about the level of funding available for education, particularly for learning resources, and
6. inability to maximize fiscal opportunities and economies of scale.

While all these factors may not affect every board in the province, they are representative of those which affect boards in general. This was particularly evident from the briefs and submissions received, and in focus groups and interviews conducted by the Commission.

To address these problems, the Commission proposed that the current boards be replaced by publicly elected school boards charged with the provision of educational services. Fully elected boards are accountable to the public and therefore offer a greater opportunity for citizens to take responsibility for the education of the province's children.

The Commission therefore recommends

Recommendation 26 that all existing school boards be dissolved and that new school boards be established.

Recommendation 27 that all school board members be elected to office and that every adult, eligible under the *Elections Act*, be eligible to stand for election to school board office.

It is recognized that the current mandate of school boards is inadequate for the new roles of both schools and central offices envisioned by the Commission. The nature and context of some staff roles will have to be dramatically altered. The Commission believes that a new administrative structure is the best mechanism to confront these issues - to build the educational "critical mass" in such a way that will enable boards to respond effectively and efficiently to systemic, interminable problems.

The Commission carefully considered the relationship between size and the effectiveness of school districts. It completed a review of the related literature, examined a number of local studies, developed an independent survey, contracted a background report on the subject, consulted a number of focus groups and interviews, and, upon reaching its conclusions, completed a sensitivity analysis. As a result, the Commission concluded that the ideal operating size of a school district was simply that, *an ideal* - a rather abstract idea that helps to guide the thinking of individuals and groups in their quest for optimum effectiveness. In spite of the mass of information available to the Commission, there was no conclusive evidence to suggest any one size is universally optimal or desirable.

Rather, it became clear to the Commission that decisions concerning the consolidation of existing boards or the formation of new ones, needed to be based on a far broader set of administrative and educational factors than the size alone. These include:

Administrative Factors

- fiscal conditions,
- geographic size,
- population dynamics,
- community identity,
- communication systems,
- location of services,
- climatic conditions,
- historical linkages.

Educational Factors

- needs of the children,
- school characteristics,
- quality of educational services,
- nature and extent of central office services,
- quality of personnel,
- availability of appropriate resources.

The goal of any school board must be to develop appropriate governance and administrative structures in order to deliver effectively educational programs and services. To achieve this end and to ensure equality of educational opportunity, a district must encompass a geographic area appropriate to its administrative capabilities and its ability to deliver programs. To maximize administrative and operational efficiencies and educational opportunities, it is necessary to establish fully consolidated school boards. Only under such a system can there be optimum provision of education program services and personnel which together will have a substantial impact on the educational system as a whole.

The Commission therefore recommends

Recommendation 28 that the following new school boards be created:

1. Avalon East
2. Avalon West
3. Burin Peninsula
4. Gander-Bonavista
5. Exploits-Green Bay-Bay d'Espoir
6. Corner Brook-Deer Lake
7. Stephenville-Port aux Basques
8. Northern Peninsula-Southern Labrador
9. Labrador

Although some people may disagree with the creation of more comprehensive districts, there is significant evidence that large administrative bodies can deliver a wider range of activities and options more cost effectively and more efficiently than can small districts. If all students are to have equal opportunities, the same core curriculum must be offered by every board, regardless of size. To achieve this kind of equality, many of the formulas for the allocation of personnel and resources are now specifically weighted to enable small districts to deliver programs at the same level as do larger districts. The reduction of the number of boards from 22 to 9 will impact adversely on some communities.

The Commission believes that it will not be necessary to locate all board services in the central office. An area which uses a central office could still be the location for the provision of professional services. Indeed, in every district certain professional services should be located away from the central office, and the concept of the "central office" itself needs to be redefined. While the financial, administrative and developmental services might be based in the central facility, delivery of professional services to schools should not be. Boards need to be creative and innovative in their approaches to the delivery of professional services and, to achieve this end, need a degree of flexibility in how they can use their funds and deploy personnel.

The Commission therefore recommends

Recommendation 29 that school boards be resourced in a manner which allows both flexibility and discretion in employing and deploying personnel at the school board level.

In terms of financial viability, school boards must be judged on their ability to maximize educational opportunities with the funds they have at their disposal. Priorities of the new system should be to monitor and assess its effectiveness in such areas as student performance, the quality of schools, and the adequacy of programs and services – and to define areas of need for improved leadership.

The Commission therefore recommends

Recommendation 30 that each school board develop and communicate to its constituents and staff a statement of its mission and goals, and that this statement be a guide in all planning.

Recommendation 31 that each school board, in association with the Department of Education, participate in a comprehensive and continuing planning process that involves all of its schools, addresses the needs of students and teachers, and reflects the long-term budget requirements of the board.

Recommendation 32 that, as part of the planning activities, each school board devise ways to introduce a district-wide school improvement process.

Recommendation 33 that each school board establish and support active partnerships with other boards, businesses, associations, church groups and School Councils in order to promote widespread support for educational endeavours.

In recommending the establishment of School Councils, the Commission recognized a significant role for parents in the education of their children. School boards, too, have a responsibility to recognize and support this policy. Merely to proclaim the School Councils without providing them with a meaningful role will achieve little.

Restructuring at the Provincial Level

Department of Education

In 1969 the Department of Education was reorganized along functional rather than denominational lines. As well, other significant changes were made in the administration of education at the provincial level; the position of Denominational Superintendent was abolished, and legislation created the Denominational Education Councils outside the Department of Education.

Since that time, there has been an on-going and wide-ranging debate on the roles, responsibilities and organization of education at the provincial level. Since 1969, the Department of Education has initiated more than 130 studies focusing on the organization and governance of education. This indicates both the level of concern throughout the education system and the Department's willingness to respond. While the studies fail to indicate any provincial consensus about the direction of educational re-structuring, they collectively demonstrate the urgent need for holistic planning and reform. Evidence suggests significant changes are required to address roles, structures and the responsibilities for the governance of education at the provincial level.

Although such concerns as access, equity, and choice are also important, the key issue fuelling the reform momentum is the view that the overall "productivity" of the education system is insufficient and, specifically, that the educational success rate for students is too low. Individual and collective well being is increasingly dependent upon high educational attainment. It is important to recognize that improving educational outcomes will require changes to the entire system, not simply to one level or component of it. The primary issues to be resolved at the school level, for example, are related to organizational and structural features of the entire system. The Commission believes that to strengthen the links between each part of the system, parents, teachers, administrators, and policy-makers need a common vision.

The Department must ensure that its programs, services and policies directly respond to its mandate and the needs of the entire system. The following are elements of a mandate for the Department of Education which would integrate with, and respond to, the other components of the Commission's new model.

Establish and maintain the legal framework. At the core of redefining the role of the Department of Education is a recognition that the provincial legislature has sole jurisdiction to make laws respecting education, specifically for (1) providing the direction and framework which set out the terms and conditions under which educational services are provided to students; (2) establishing and operating all schools and school boards; (3) establishing appropriate financial support systems; (4) developing, implementing and evaluating educational programs and services which come under provincial responsibility; and (5) certifying teachers. Consistent with these roles, would be the collaborative development of a management system providing for greater flexibility and accountability at the school board level.

Set provincial education goals and standards. The Commission believes it is imperative for the province to establish a clear mission for schools. It is widely perceived that the present mandate for schools is so diverse and widely focused that schools are asked to deliver more than is reasonable to expect. Since what students learn is so closely tied to what schools are expected to teach, the Commission believes it is the responsibility of the Department of Education to establish appropriate goals which will guide policy development. The Commission recognizes that, under its new model, this responsibility will be shared with school boards and schools, but their goals must coincide with the general goals of education established for the whole province. To achieve this end, the Department of Education should have responsibility for long-range planning which co-ordinates the responsibilities of all other levels within the system. The Commission believes such planning at the provincial level must be the first step to the development and implementation of the critical reforms which will take us through the 1990s and beyond.

Establish the means to assess the effectiveness of the system. To set appropriate goals for the system, the Department of Education must have access to information which will help it fulfil its functions of planning, policy development, regulation, evaluation and administration. It is the responsibility of the Department of Education to generate such information from and about the system and report on how well the system is performing in relation to the goals which have been set. Above and beyond school level assessment it is important for the province to know how well the system is doing in comparison to that of the nation and to that of other parts of the world. In short, the Department of

Education should be responsible for ensuring that the following questions are answered satisfactorily: How has the education system been performing? What are its capabilities? How are the needs of society changing? What will be expected of the system in the future? Does the system have the appropriate means to achieve its ends?

To provide solutions to such questions, the Department must also become accountable for raising the level of educational performance in school districts and schools. Because schools are the primary agents for teaching and learning, accountability must be attached to all levels of the system, but schools and boards all operate within the larger framework of provincial policies, support systems and resource allocations. It is thus not useful to focus on changing schools and ignore this reality. Each level can and must be held accountable, and the Department of Education is no exception. All policies and programs should thus have an evaluation component based on the assumption that (1) evaluation must be separate from implementation, (2) every person employed in the educational system must bear an appropriate share and responsibility for educational success and failure, (3) accountability will lead to positive changes, and (4) programs will be revised as needed.

It would be useful in establishing appropriate performance standards to consider three forms of assessment: absolute, comparative and improvement. *Absolute standards* fix a minimum level of performance for each school, such as that the school dropout rate must not exceed five percent. *Comparative standards* assess the performance of a school in relation to other, similar schools. *Improvement standards* assess a school against its own performance in the past. These approaches are not mutually exclusive and each has its own advantages and disadvantages. Discretion to use one or any combination of approaches would have to be determined by the Department of Education in consultation with school districts.

Provide appropriate resources to the system. The Department of Education has a responsibility to determine how much effort and resources should be allocated to meet the established goals – to provide the means for the development, administration and delivery of educational programs and services. Implicit in this role is a responsibility to ensure that the public resources are allocated equitably. In other words, the regions of the province must be treated equitably regardless of geographical, demographic or financial constraints and students must have a fair and equitable access to education, subject only to reasonable limitations.

Protect the public interest. It is the responsibility of the Department of Education to address issues affecting the overall good and public interest in the province. The Commission believes there are issues of a public nature that transcend the responsibility of school boards and schools. Issues such as the development of numeracy and literacy, and promotion and maintenance of public health are so important to all the population that the Department of Education must have a responsibility to see they are addressed. It must ensure that the education system meets the educational needs of all individuals to the extent permitted by its resources, and that the school system addresses the larger public interests in creating a healthy individual, society and economy.

The Commission therefore recommends

Recommendation 34 that the Department of Education take on primary responsibility for the following roles:

1. establishing and maintaining the legal framework,
2. setting provincial education goals and standards, and ensuring they are met,
3. establishing the means to assess the effectiveness of the system,
4. providing the appropriate resources to the system,
5. seeing that the education system is appropriately employed to protect the public interest,
6. seeing that the resources allocated are effectively and efficiently utilized.

The Commission recognizes that the Department of Education now assumes many responsibilities beyond these stated functions. However, considering the administrative structure proposed for the whole system, the only justification for retaining most of these would be if the net costs, financial or otherwise, of reassigning them to another level would be greater than those currently incurred.

In the past, the difference between what the Department does and what school boards require to operate schools successfully has been significant. Great strides have been made in the area of curriculum design and implementation; however, much needs to be done in the areas of school administration and finance, school district management, multi-level accountability and system-wide planning. The Commission believes that the whole nature and structure of the Department of Education must be re-examined in relation to its mandate as part of a comprehensive strategic planning process involving school boards, School Councils and other groups. The Department must also reassess its present programs and policies to insure they are relevant, effective and efficient.

The Commission therefore recommends

Recommendation 35 that the following objectives be considered part of the long-term comprehensive planning for the Department of Education:

1. developing and nurturing strong leadership and direction,
2. strengthening its role in the areas of system-wide planning, policy development, performance standards, curriculum enhancement,
3. maximizing program, financial and administrative accountability by establishing clear and relevant education goals, instituting rigorous standards, and providing measures to ensure they are realized,
4. instituting measures to highlight and reward excellence in achievement and teaching,
5. strengthening the ties among all levels of education (pre-school, elementary-secondary, post-secondary, and continuing education), and between education and work, and
6. making fuller and more effective use of technology.

While the Commission believes the functions of the department must be reconsidered, it also recognizes that staffing requirements must be brought in line with these functions. Positions in the Department should be linked to specified functions and the positions themselves should be structured in such a way as to articulate closely with the planning process. In this way, a more proactive approach to educational change might be encouraged.

Denominational Education Councils

While each of the three existing Denominational Education Councils has separate and distinct responsibility concerning the promotion of views and positions of their respective churches, they do have some common responsibilities and functions. Since their formation in 1969, there appears to be increased attention toward institutionalizing a structure which ensures on-going dialogue on areas of mutual interest and concern. This is reflected, formally, in the following: (1) joint DEC executive committee; (2) joint co-ordinating committee on areas of co-operation; and (3) shared services and facilities.

Joint DEC executive committee. This committee was established in December 1969, as an official forum where each Council, through its respective Executive, could discuss areas of common concern. The Joint Committee does not consider individual (indigenous) positions on certain issues in the presence of each other, that is, they operate both collectively and individually. Each Council

Executive Committee represents its respective Church, but can make joint decisions in areas where each church has the power to do so.

Its chief significance is as a mechanism by which the Councils can work collectively to address and make representation on matters which otherwise would be handled separately, perhaps with less effect. The Joint Committee, for instance, has addressed common educational issues through joint submissions to Government, Royal Commissions and Task Forces. Over the past several years, however, discussions have been held with respect to exploring issues at a higher level. In several cases, this has even extended to working together toward a single position as long as it has not impaired in any way individual and constitutionally protected rights.

Joint co-ordinating committee on areas of co-operation. This committee is made up of three members from each Council. Its basic terms of reference are (1) to facilitate sharing and co-operation among the Councils and between or among school boards; (2) to prepare or suggest frameworks for co-operation; and (3) to encourage and to assist school boards and to review and assess on a regular basis, the effectiveness of co-operative agreements. The Committee has identified a number of communities where co-operative services may be explored at the school level, as well as a number of areas for co-operation at the district and provincial level.

Shared services and facilities. At their central office, the three Councils share the same building and equipment and generally function as a single unit for administration and maintenance purposes. They have evolved a committee structure to communicate on common issues and to operate, where possible, on a consensual basis. However, they maintain their separate identities in areas where there are philosophical and theological differences. While the Commission recognizes the Denominational Education Councils have played a major role in initiating changes to the school system since 1969 and have been largely instrumental in facilitating the many co-operative agreements currently in place, it does not believe it is necessary for the Councils to retain their current form, organization and structure.

Given the preceding recommendations, the Commission recognizes that there is a need to retain a provincial church presence in education through other mechanisms in order to monitor and address church rights and interests and to speak to educational policies affecting those rights.

The Commission therefore recommends

Recommendation 36 that the existing Denominational Educational Councils be dissolved and that the present Denominational Policy Commission be responsible for (1) advising government on educational policy which affects the rights of denominations; (2) overseeing the development of Religious Education and Family Life programs; (3) facilitating pastoral care; and (4) advising School Councils on educational policy which affects the rights of denominations.

Recommendation 37 that the Department of Education resource the development of religious education programs.

The Councils' present responsibilities would be distributed within the new and existing administrative framework described below.

Teachers' Certification Committee

In the legislation establishing the Denominational Educational Councils, they were given responsibility to make recommendations to the Minister of Education concerning the selection, training, indenturing and initial certification of teachers. In exercising this mandate, the Councils have concentrated primarily on recommending beginning teachers for initial certification, and on occasion, recommending the suspension and cancellation of teacher certificates. This responsibility has been essentially advisory, providing a recommendation at the initial certification level but they have no involvement at stages where teachers attain higher certification or in the educational preparation of teachers.

The Commission believes that this responsibility should be fully that of the Teachers' Certification Committee. Potential teachers today are assessed when they are accepted for university and further assessed before they are admitted to the Faculty of Education. Moreover, in the course of teacher training, all students are required to complete an internship, at which time they are further assessed. The other important factor is the competence and quality of teacher candidates actually applying for teaching positions and at the employment stage there are ample opportunities for assessing the quality of teacher applicants.

The Commission therefore recommends

Recommendation 38 that full responsibility for the certification of teachers be placed with the Teachers' Certification Committee and that the relevant sections of the *Education (Teacher Training) Act* be revised accordingly.

Recommendation 39 that Teacher Certification be changed so that the principle of renewable certification be established and the procedure to operationalize this principle be developed by the Department of Education and the Newfoundland Teachers' Association.

School Planning and Construction Board

Currently, the Denominational Education Councils have responsibility for the distribution of capital funds for use in the school system. These funds are granted in proportion to the recognized denomination's share of the provincial population reported in the most recent census. Each Council administers its grants and determines which construction and renovation projects will be funded and how much of the costs it will pay (up to 100 percent). To facilitate project planning, Government normally guarantees a minimum level of funding for a three-year period.

Since 1969, the financial contributions of the churches towards school construction have declined significantly. Today, most schools are built with public money, though the Pentecostal, Seventh-Day Adventist, and, to a lesser extent, Roman Catholic boards have contributed local money toward the construction of their schools.[3] However, the Commission could find little conclusive data about the extent of local financing of schools, where and how the monies were spent, how the needs were validated, how priorities were established, what the impact of these decisions was on other schools, or what evaluations were completed to ensure that the goals and objectives were met.

While these schools are maintained and operated by a combination of provincial and local financing, their very existence is often at the expense of the viability of other provincially funded schools. By permitting each system to pursue capital planning and construction independently, the overall system is rendered less efficient.

The Commission believes that there is a need for a focused, provincial perspective on, and rationale for, school construction. It is thus time to change the process of allocating capital funds along denominational lines and move to a province-wide approach. This general principle – of allocating funding according to provincial need – has already been applied in a number of areas, specifically

- allocation of teachers,
- pupil transportation,
- special funding for department services,
- student assistants,
- small school resources,
- distance education programming,
- curriculum resourcing, and
- school insurance.

Decisions relating to the funding of school construction and renovation projects should be based on the greatest provincial need as well.

In its consultation process the Commission heard concerns about moving control of capital expenditures from the Denominational Education Councils to government because educational needs might become subordinated to political objectives. The Commission believes that ensuring that decisions about school construction are made away from the normal political structures has merit and that this principle should be maintained. Keeping such decisions at arms-length from government will serve to remove any potential interference, perceived or otherwise.

The Commission therefore recommends

Recommendation 40 that a provincial School Planning and Construction Board, fully responsible for the allocation of funds for new school construction and the maintenance and renovation of existing schools, be legislated.

Recommendation 41 that the School Planning and Construction Board have specific responsibilities for (1) instituting a long-term school construction and maintenance plan for the province, (2) advising appropriate levels of provincial funding, (3) establishing guidelines and standards for the construction of schools, (4) identifying provincial needs and priorities, (5) allocating funds for the construction and maintenance of schools, and (6) establishing linkages with other government departments and agencies to facilitate the planning of school/community facilities.

Recommendation 42 that all capital funds be allocated on the basis of province-wide priorities.

Recommendation 43 that the principle of allocating funds based on a multi-year capital plan be continued.

Recommendation 44 that a program to respond to the ongoing capital and upgrading needs of the province be developed and implemented.

Recommendation 45 that a special program to respond to the equipment needs of schools be developed.

Recommendation 46 that appointments to the School Planning and Construction Board be made by the Denominational Policy Commission.

Other Considerations

Native Education

The majority of native people in this province reside in communities on the coast of Labrador and in Conne River on the south coast of the province. Because Conne River, a Micmac community, recently established its own school board with a Director of Education, and operates independently of other provincial school boards, the Commission thus confined its enquiry to the Innu and Inuit of Labrador.

Almost all the Innu who live in Labrador reside in the communities of Sheshatshit and Utshimassits (Davis Inlet). Sheshatshit has a K-12 school with an enrolment of approximately 280 students and Utshimassits has 160 students in Grades K-10. The majority of Inuit live in the coastal communities of Nain, Hopedale and Makkovik. The predominantly Inuit community of Nain has a school population of nearly 300, Hopedale has 124 students and Makkovik has approximately 85 students. All Inuit schools are K-12.

Native people and others have for many years expressed concern that the education system does not adequately recognize native culture in the school curriculum, does not emphasize native language and has a predominance of non-native teachers in native schools. This has led some to argue for greater native control over education for native people. The objective presented to the Commission, was to provide a means to influence the curriculum, to preserve or revive the native languages, to develop in children a sense of native history and the values associated with that history, and generally to develop an education system for native children that reflects the native culture.

While many native people believe that little progress will be made unless the native people assume control of the education system for native students, not all favour a rapid change to total native control. In its brief presented to the Royal Commission, the Labrador Inuit Association expressed their view of the issue of control in the following statements:

- "What we need ... is a school system which meets the needs of the Labrador Inuit as defined by the Labrador Inuit. Our goal would be to have an education system operated and controlled by our people".
- "If we are to effectively control education in our region, then we must have the decision making power to do this. We need to have Inuit people not only in teaching positions but also in responsible administrative and decision-making positions".

- "Our long-term goal would be to control the education of our children through our own native school board".
- "We would suggest a gradual transfer of decision-making power to the Labrador Inuit".

The basis for the suggestion of a gradual change is the recognition of a need for an infrastructure that would first promote curriculum development and teacher education for native teachers. It is the opinion of some, in particular the Inuit, that it is necessary to move slowly but deliberately, with a focus on an improvement in the education system for their people. For them, long periods of delay are unacceptable. For all natives, the status quo cannot be tolerated.

During the past decade there have been frequent references to and extensive debate about, native control of native education. Perhaps it maybe instructive to examine the components which constitute control of education. What is it that would be controlled? Will the curriculum be changed? How? Who will deliver the curriculum? Who will be responsible for staffing? What will be the qualifications of those hired to teach in native classrooms? It is important to focus on these issues in some detail rather than refer to more general terms such as *control* and *school boards*. Those terms are meaningful only if the components which are associated with them are examined. If, for example, it is necessary to have control of education or necessary to establish school boards in order to influence curriculum, teacher qualifications and native education in general, then this should be done. It should not be assumed, however, that an improved education system will automatically flow by virtue of a particular structure. This is, in fact, unlikely to occur. It is much more likely that attention to the various components - curriculum, language, teacher education - will have a greater effect.

The Commission is, nevertheless, aware of the need for immediate change. It believes that the responsibilities assigned to School Councils in the model presented in this Report, particularly those related to curriculum, funding and staffing decisions, should provide opportunities to improve education for native children. The councils should have a substantial influence on native education since they can directly affect local issues and concerns. Every effort must thus be made by both the Department of Education and the local school board to ensure that each school council is established, is given adequate resources, and is given every opportunity to succeed.

The Commission therefore recommends

Recommendation 47 that the effectiveness of native school councils be independently evaluated in five years.

In a number of native communities on the Labrador coast, there recently has been a sharp rise in the number of school-age children and this is reflected in the number of children who are enrolled in primary grades but, generally, it has not translated into a greater number of graduates from the high schools in native communities. The retention rates, especially in Sheshatshit, Utshimassits, and Nain are very low. In Sheshatshit, for example, only two of its 303 students were enrolled in Grade 12 in 1991-92. At Nukum Mani Shan School in Utshimassits, only 7 of its 168 students were enrolled in Grade 12 during 1991-92.

This is clearly unacceptable, but the problems of native education in coastal Labrador are unique and the solutions to those problems will have to be unique. If there is any hope of native people in those communities taking control and shaping the future society of which they will be a part and of maintaining a language and a culture in which they take great pride, immediate attention must be given to this situation.

The Commission therefore recommends

Recommendation 48 that a committee be established to study in detail the school learning problems in selected native communities, and that this committee be provided with the resources necessary to enable it to investigate the problems and to make its report promptly.

Francophone Education

At present, there are approximately 300 francophone children of school age in the province, most of whom live on the Port au Port peninsula. First language education in French is offered at four centres: Mainland, where there is a separate school for francophone children; Cape St. George and St. John's, where there are French streams within English schools; and Labrador City where there is a French wing of the main school.

It is only very recently that French first language education has been available in this province. The Commission was told by francophone parents of their right to have their children educated in their mother tongue, and expressed the fear that if this right is not taken seriously their language and culture could be lost through assimilation.

Although there is some variation in the way the issue is expressed and the means proposed to address their needs, the overriding concern of all francophones in this province is that their language and culture is at risk because they constitute such a small proportion of the total population. Programs to preserve culture and language will require action arising from distinct provincial and federal areas of jurisdiction. In spite of the exclusion of the federal government from elementary and secondary education, it has been possible to secure federal funds to support French curriculum development and personnel for language instruction from the provincial Department of Education, including the building of community centres in which school can be held. In supporting education in this way, the federal government has indicated a willingness to take responsibility that national bilingual policy is supported even in areas of provincial jurisdiction.

Other concerns raised with the Commission included a desire for school-community centres, a desire for management and control of francophone schooling, and a need for remedial French language instruction for francophone adults who have lost the ability to use French. In St. John's, where the Roman Catholic school board is the only one which offers French first language classes, the denominational system has presented a difficulty for some francophone parents who are not Roman Catholic and who are not willing to have their children's education under the control of that denomination.

Among the requests made by francophone parents was one for the establishment of a francophone school board; however, there was no consensus on this matter, as some groups were satisfied with present arrangements. It has been the trend in this province that schools and school boards have been moving toward increased consolidation. In this context, calls for the establishment of separate francophone schools and separate management and control through the establishment of separate school boards could not be supported by the Commission. Further fragmentation of the delivery of educational services cannot be viewed as desirable, even though the legitimate concerns of francophones must be addressed. In the proposed model of educational administration, care must therefore be taken to see that the francophone community is given the means to shape the educational experience of their children, and given the personnel and material support to make appropriate schooling possible.

Since the Department of Education has established a Ministerial Advisory Committee to recommend an appropriate French first language governance model, the Commission has not made recommendations on this issue. However, the Commission believes that many of its own proposed changes to the administration of the school system should facilitate greater parental input and control over schooling.

Organizational Considerations

If the kind of systemic change described in this chapter is to be achieved with any degree of success, two other factors must be resolved, specifically the constitutional rights and privileges held by the established denominations, and various collective agreements between employees and Government. Both of these realities have the potential to limit the kind of change that the Commission has determined is needed in the Newfoundland school system. It further recognizes that the scope of its recommendations is so expansive that many other interest groups will be affected.

While the Commission acknowledges these constraints, its mandate was to establish a vision which can guide the educational system for some considerable time to come. It feels the challenges confronting the system are so significant that only a frank and realistic approach to change will suffice. The Commission recognizes the potential for controversy in what is proposed and the concessions its proposal will require from some. Nevertheless, it believes the changes it has recommended are so vital to the long-term educational welfare of the children that their best interests - and the future of our province - must prevail over any privileges and other interests which may be at stake.

Notes

1. *Aims of Public Education for Newfoundland.* Department of Education. Bulletin No. 2-A, 1959.

2. Mission Statement, Essex Education Council.

3. The Pentecostal Assemblies Board of Education, for example, estimates that it has contributed more than four million dollars towards the construction of schools in its system during the past ten years.

Part VI:

Elements of Change

11

Organization and Administration of Schools

Given a tradition of publicly supported education in this province, it is natural for people to expect that their formal education needs will be met. The evidence of the last twenty-five years suggests that such expectations are warranted - as witnessed by such reforms as school district reorganization, distance education initiatives, and special education policies and strategies. While the expectations have risen, and as needs have become more complex, so the efforts of teachers and administrators to meet them have visibly increased. In the future, while demands on school boards and schools will continue growing in diversity and sophistication, the limits of the system's ability to meet them will be severely strained. Indeed, the very nature of the roles and responsibilities of educators in every position and level is being rapidly transformed.

In recent years, for example, teachers have had to address a growing array of social problems which their students bring to the classroom, taking on what are essentially welfare and health responsibilities, in addition to coping with many fundamental changes in the curriculum. Further, the nature and complexity of the teaching task itself have grown as a result of demands for more productivity and higher achievement.

In proposing change, a number of significant issues must be considered, but none is more important than what goes on in the classroom. The fundamental element in schooling is what happens between the teacher and student. Teachers do not simply teach a curriculum: they stand as intermediaries between the subject and their pupils. They interpret the content for their students, adapt it, and, in general, create learning experiences for the children. To do all of this effectively, teachers must be involved continuously in reflecting on the practice of teaching, as well as being experts in a body of knowledge. Teachers need to be able to draw on the expertise of researchers, administrators, consultants and specialists, and, through a collaborative process, question, challenge and examine both the immediate and long-term consequences of educational practices. However, a higher degree of excellence in teaching and learning will require teacher renewal through on-going training and supportive work environments for teachers.

To confront the barriers to educational opportunities created by socio-economic problems, poor health and isolation, and to meet the other educational challenges, teachers, administrators and other support personnel will have to work productively together and lend each other the support they need. Efficient co-operation among all of the organizational and administrative levels is essential to the success of the whole system and to the welfare of the students.

Changing Role of School Boards

It was made clear to the Commission that school board offices are not as effective as many teachers and principals would like them to be. Many felt that their needs were not being addressed and that the board office resources were inappropriately applied. These concerns included

- the need to clarify roles of personnel at board office;
- the need to make board office personnel more accountable;
- the need for more relevant services for children, such as guidance and programs for gifted students;
- the need to address problems such as discipline and absenteeism;
- the need to focus on leadership; and
- the need to introduce a team concept whereby schools and districts could collaborate to address local problems and concerns.

The Commission supports this and, in addition, believes there is a need to bring greater efficiency and productivity to board offices. This is particularly evident in the following areas:

- the need to eliminate the duplication of services, particularly in communities served by two or more districts;
- the need to provide improved services in the areas of curriculum and instruction;
- the need for flexibility in deploying resources; and
- the need to focus more of the efforts of board office personnel on the needs of students, teachers and schools.

It is clear from a consideration of the role of school boards that it is difficult to design a common system of administration for the entire province. No one system will ever meet the needs of all communities. Hence school boards need greater autonomy and flexibility in employing and deploying personnel and resources. As well, boards should examine ways of developing closer links between schools and the work of school district personnel. Instead of one uniform, provincially-prescribed formula for board funding, boards need to be funded in a manner which enables them to determine who should be employed, for what purpose, where, and for what period of time.

The Commission believes that because all district office positions should exist to serve schools, no position should be considered permanent. Every position must be regularly assessed in the light of changing needs of the schools and their students. Boards will need to respond to the new demands being made on the organization and administration of district offices with innovative and creative solutions. The Commission has considered a number of suggestions which might help districts meet some of the demands enumerated above, specifically

1. that some of the curriculum development activities be undertaken by contractual arrangements;
2. that teachers be released part-time to co-ordinate subject area responsibilities for a cluster of schools;
3. that instructional specialists (sometimes referred to as generalist consultants) be retained at the district office for the primary, elementary, intermediate and secondary levels;
4. that leading educators be seconded by the school board, for a period of time, to work directly with the principal and teachers in low-performing schools.

Program Co-ordinator

The Commission was told repeatedly, in briefs, in focus groups and in the results of independent research, that the role of program co-ordinator needs to be clarified, significantly changed or eliminated altogether. Some saw program coordinators as having a facilitating, organizing and promoting role in the system, some viewed them as having administrative and subject area responsibilities, while others saw them as having some or all of these responsibilities. Frequently, there was confusion about the program co-ordinator's role and effectiveness, and opinions about the value of the program co-ordinator's role ranged from being essential to being of little value.

The first school board supervisors were generalists who were responsible for both administration and supervision. Then Reading Specialists and Religious Education Specialists were appointed. Following the Crocker and Riggs (1979) report, Assistant Superintendents and Program Co-ordinators were appointed. This arrangement in effect eliminated most generalist (across disciplines) supervision and installed a core of program co-ordinators whose role, while not clearly defined, revolved around the implementation of programs in the various subject areas. District offices came to be staffed with a program co-ordinator for language arts, another for mathematics, yet another for second languages and so on across the spectrum of school subjects. Over the years the system has changed, resulting in a greater degree of flexibility in the program co-ordinator's role. It is clear that the role of program co-ordinator is inadequately defined in both theory and practice. This lack of role definition has led to several problems. First, the job has evolved in different directions in different jurisdictions. In some districts the program co-ordinator is responsible for preparing reports, conducting research and dealing with staffing, even though many co-ordinators and teachers see this as being peripheral to the task of assisting teachers with curriculum and instructional initiatives. Second, in some cases, program co-ordinators engage in administrative activities, such as teacher evaluation which, in the opinion of some teachers, is contradictory to their espoused roles as the teacher's helper.

In addition, most feel that too little effort is spent on program implementation and assisting instruction in a subject area compared to the work that goes into curriculum development. Further, because small boards can have only a few program co-ordinators, many must provide services outside their area of knowledge and expertise. However, in most cases, the Commission was told that program co-ordinators have little impact upon actual practice in classrooms, even within the subject area of the program co-ordinator's expertise. Many teachers and principals attribute this to a lack of contact with program co-ordinators and the lack of follow-up after workshops.

Despite these problems, at times there is a need for subject-specific specialists to work on program development. For example, the development of policy statements, analysis and piloting of programs, and the development of assessment instruments are tasks which most small schools are unable to undertake because they lack local expertise, time or financial resources. However, this work, depending on the degree of specialization required, could probably be accomplished more efficiently by a small group of highly focused individuals than by a single specialist.

Given what seems to be a favourable response and general acceptance of use of resource personnel having responsibility for the entire program at the primary level, an examination of a similar approach through the elementary, and perhaps the junior and senior high school levels, is warranted. Program level co-ordinators could act as facilitators, bringing together personnel from the field having particular expertise as required for particular tasks.

Assistant Superintendent

For the most part, assistant superintendents are more heavily involved in curriculum and instruction than are superintendents. However, there is still a perception that these roles are peripheral to assistant superintendents' administrative functions and hence that they can be only marginally effective in influencing what happens in classrooms. While assistant superintendents are frequently involved in the evaluation of teachers and principals, the Commission was left with the impression that such evaluation is frequently summative in nature and is not geared toward teacher improvement. Perhaps most surprising is the fact that in a research study commissioned for this report not a single school principal cited an evaluation by central office staff as having been helpful. It seems to the Commission, however, that if school district staff are to be effective in the area of instruction, one of the key mechanisms for instituting improvement should be the evaluation process.

Superintendent of Education

The role of superintendent is also changing. Recent literature on effective schools, while highlighting the pivotal role of school principals, also points to a re-emerging role for superintendents in instructional leadership. Effective schools develop in a climate in which the superintendent focuses on the work of principals and teachers, sets goals, establishes standards, and fosters instructional improvement. In short, a role in instruction is re-emerging as a central function of the office of the superintendent. The Commission suggests that steps be undertaken to assist superintendents to become more active in this sphere. Provision of appropriate professional development activities should be considered to facilitate this thrust.

The Commission therefore recommends

Recommendation 49 that, in order to achieve a high level of autonomy and flexibility, school boards determine who should be employed, for what purposes, where, and for what periods of time for all personnel at the school board level.

Recommendation 50 that the length of the work year for **all** district office personnel be stipulated under the terms of their employment.

Changing Role of Schools

Because all schools are different, there is no one best way to administer a school. However, in view of the complexity of tasks confronting schools and because of the numbers of very small schools, there is a need to explore new models of school administration. The education system has been locked into the traditional *principal/vice-principal model* and there is now a need to seek models which will better meet the demands of the next decade. One of the recurrent themes raised with the Commission was the need to redefine the role of principals, vice-principals and department heads.

The Commission believes the Professional Development Centre would be an appropriate agency to focus on the development of new models of administration. For example, not all small schools need to be independent administrative units, but could be linked, through technology, to larger schools or clustered into one administrative unit. An instructional leader or facilitator who would assume co-ordinating responsibility, could be appointed for a cluster of small schools. Such appointments need not be permanent, but could change according to need. For larger schools, boards could consider the appointment of a bursar to deal with many of the administrative responsibilities and thus enable principals to focus on instructional issues. Again, this appointment could cover a number of schools in close proximity to each other. What is clear is that a major responsibility for school improvement and performance rests with the school administrators.

Another model which the Commission believes worthy of consideration is that of *participatory management*. A basic tenet of participatory management is that the people who are affected by decisions should have some input into the way those decisions are made. While the *Education Act* requires the principal, as administrator, to ensure all subordinates, namely teachers, fulfil their responsibilities, within a participatory model, management of the school would be undertaken by an administrative team, composed of the principal, vice-principal, department heads and teachers. For such a system to work, each member of the team must be committed to excellence, must be knowledgeable about the responsibilities and roles of the other members of the team, and must make every effort to work co-operatively. In this model, while it is necessary for the principal to exercise authority as the administrative head, the main role is that of facilitator and resource person for others in the school. The administrative team thus not only shares decision-making authority, but also shares accountability for the effects of their actions.

Although principals will remain ultimately accountable for the performance of the schools, they will have had the benefit of the team expertise and judgement when weighing available options. This system also gives other people in the school a bigger stake, thus giving them the power to exert greater influence on the life of the school. Teams would be obliged to look past their immediate concerns and toward the longer-term effects of their actions. While this model is basically a re-organization of the way authority is regulated and exercised, the concept is not feasible unless vice-principals and teachers are provided with the means to learn and assume their new role.

The Commission therefore recommends

Recommendation 51 that the Professional Development Centre, in collaboration with school boards and the Faculty of Education, investigate and pilot new models of school administration.

Recommendation 52 that schools be encouraged to develop administrative teams comprising principals, vice-principals, and other staff members.

Principal

It is the Commission's opinion that no meaningful change can take place in education unless there is a recognition of the significant contribution made by the school principal, and any discussion of what this role is or should be must centre on the concept of instructional leadership.

Instructional leadership is a complex concept, but for the principal, it should include a responsibility to foster effective climates for learning in the school; to boost morale; to conduct short- and long-range teacher and program evaluation; to lead school improvement projects; to create an atmosphere conducive to participatory decision-making; to seek ways to implement curriculum effectively within the school context; and to act as the main catalyst of change within the school environment. While the Commission found strong agreement that the principal should be involved in such instructional leadership, for various reasons such leadership was not readily evident in most of the province's schools. In fact, the Commission found that few principals believe they carry out this function in any meaningful way.

A lack of strong instructional leadership by principals is disturbing and warrants careful attention, and initiatives must be undertaken to direct the work of principals so that they can assume this role. However, the Commission sees two main obstacles to this. The first is time. Too many routine, but time-consuming clerical and administrative duties have been relegated to the principal. Some of the non-instructional tasks identified by principals include custodial chores, overseeing school busing, developing schedules, attending to maintenance problems, overseeing fund raising, and managing the flow of paper. As well, many principals face considerable demands on their time from the community, such as meeting with parents about academic performance or discipline, arranging for outside use of school facilities, planning and conducting orientation meetings for parents, fostering positive relationships with home and school associations and other community groups, and serving as school spokesperson when any outside concern is raised.

Added to this is the changing milieu that many principals must now face in the school. Most spend a considerable amount of time dealing with staff and students on issues which directly affect students' readiness to learn. Issues such as disruptive behaviour, the changing personal and social needs of children, rising incidence of abuse and neglect, and rising poverty levels are just a few of the factors they must address. Despite the increasing attention demanded by such problems, most schools do not have the services of qualified support professionals, and by default the responsibility usually falls to the principal.

The second constraint to assuming an instructional leadership role is a lack of adequate professional development opportunities which emphasize the importance of instructional leadership and clearly define and describe the kind of leadership the schools need. Principals face a wide array of constraints upon their participation in professional development activities generally, even beyond the scarcity of time, such as a lack of funding, a shortage of substitute personnel and, for many, the considerable travelling distances to the locations where the activities are offered. A more significant constraint is the lack of control over the type and scope of professional development programs offered. Many principals told the Commission that all too frequently professional development programs simply did not address their needs.

Today, most school administrators tend to remain in the same position for long periods of time, and indeed, many remain in the same position until retirement. At present, there is no mandatory requirement for school administrators to engage in any form of professional development during the entire term of their careers. The Commission recognizes, however, that principals cannot exercise effective leadership over those functions for which they are responsible without regular opportunities to keep abreast of changing trends and practices in the profession. The Commission believes that professional development opportunities for school principals must be specifically designed with their needs and situation in mind, and must be obligatory rather than voluntary. It is clear that addressing these concerns would entail fundamental and far-reaching changes, but it would also prove very beneficial to effective schooling. Thus, while a large part of the responsibility for professional development should remain with individual principals, an obligation to participate should be built directly into the educational system.

In short, then, principals must take on the role and obligations of instructional leaders, and facilitate that role by engaging in periodic professional development. To do this, the present responsibilities assumed by principals must be reassessed and many reassigned, the resources must be found to ensure participation in professional development, and planning must be undertaken to provide appropriate professional development opportunities for school administrators. The reality for principals is that in the daily operation of schools, they simply do not have enough time to do much more than maintain the system and little or no time available to devote to such goals as improving the system or for personal professional development. It is difficult to justify having principals, who are qualified professional educators, doing many of the things they have been required to do. In order to find new ways of restructuring the operation of schools, there is a need to re-assess the responsibilities assumed by principals.

The Commission therefore recommends

Recommendation 53 that school boards develop and prioritize goals and strategies for principals in order to address issues such as time management, collaboration, instructional leadership, and professional development.

Recommendation 54 that school boards devise appropriate strategies to enable principals to function in their proper role as instructional leaders and that the Professional Development Centre establish institutes to assist in this task.

Notwithstanding the constraints on the time available to school administrators, the Commission recognizes that the authority of school administrators rests in the last resort on their qualifications and competencies as teachers. In short, school administrators are teacher role models. It is desirable, then, for all school administrators to uphold and affirm their authority by continuing to teach; and that this axiom apply to the administrators in the largest schools as well as the smallest.

The Commission therefore recommends

Recommendation 55 that all principals, vice-principals and guidance counsellors be expected to teach at least one course each school year.

Recommendation 56 that a program be established to give school administrators special recognition for outstanding service. The purpose of the program should be to reward **exceptional** leadership by providing opportunities for

1. paid leave,

2. secondment to the Professional Development Centre,
3. engaging in university projects and special research,
4. visiting centres of excellence,
5. meeting with key educational leaders and scholars, and
6. career advancement.

Vice-Principal

While the Department of Education establishes guidelines for the appointment of vice-principals, it does not clearly define their role in the administration of the school. Deployment is the responsibility of the school board, and the specific assignment of responsibilities falls largely to the principal. The Commission found that heavy teaching assignments and other minor administrative responsibilities result in limited involvement of vice-principals in school management and decision-making and thereby curtail the contributions vice-principals are able to make. For example, in many of the larger schools, vice-principals spend a considerable amount of their time on administration affairs, such as, busing, late students, finances and scheduling student affairs. These needs might be more effectively addressed through the employment of an administrative assistant to the principal. Indeed, for the salary paid the vice-principal, these schools could have an administrative assistant and a part-time specialist who could help to address social problems of the school. The Commission found, however, that most vice-principals were anxious to expand their present administrative roles. Many told the Commission that they would like to be more involved in scheduling, facilities management, conflict resolution, policy development and implementation.

The Commission agrees that, where possible, an expanded role for vice-principals should be encouraged. Many can and should assume responsibility for general school management, student and personnel services, school-community relations and management of professional activities. Thus relieved and supported in their responsibilities, principals should be better able to address the challenge of providing instructional leadership, improving staff performance, assessing the instructional program, and planning and implementing local curriculum goals and strategies, which would in turn lead to improved school performance.

The Commission therefore recommends

Recommendation 57 that the role of vice-principals be clearly defined and that vice-principals be encouraged and enabled, through professional development opportunities, to assume a more meaningful role in the school administration.

Department Head

The Commission found that the role of department head ranged from a mere title assigned to a classroom teacher to a formal position within the school's administration. Depending on the circumstances, the department head could also play an important part in the daily functioning of the school, providing the program link between the district office and the school. While for the most part these positions are found only in high schools, there appears to exist a less than satisfactory situation with respect to where they are placed and what they do. The Commission believes that the role of department head must be more clearly defined and that, in doing so, new and creative approaches be considered.

In some cases, department heads could assume responsibility for a variety of such duties, including program implementation and administration. Another concern raised with the Commission was that department heads, in many cases, are given both release time from teaching and an administrative stipend, which constitute a double bonus. There appears to be no consistent policy with respect to release time from teaching, and the administration stipend is intended for extra responsibilities beyond the normal teaching assignment. The Commission supports the concept that remuneration be formalized in policy.

The Commission therefore recommends

Recommendation 58 that the Department of Education and school boards review the position of department head.

Administrative Appointments

One of the challenges facing educational administration is that the administrative incentive structure built into the present system is basically flawed. At the present time, educational administrators hold positions virtually to retirement. With declining enrolments and a decreasing demand for educators of all types, the opportunity to open up the field of school administration to new people with new visions is virtually impossible. To meet these new challenges facing school administration, the Commission believes it is timely to reconsider how educational administrators are appointed.

The Commission therefore recommends

Recommendation 59 that ***all*** positions in education having administrative responsibilities be term appointments.

Although it would not preclude additional administrative appointments within the school, to another school or to school board office, tenure should be tied to a teaching position in the system and not to an administrative position *per se*.

In order to create a pool of qualified administrators, the Commission believes *in the establishment of a separate certification for administrators.* This would ensure some consistency in the qualifications and knowledge of those working in this capacity, ensure certain standards were met, and help with the implementation of school improvement and other education reforms across the province.

The Commission therefore recommends

Recommendation 60 that the Department of Education establish a program and regulations to certify administrators.

The Commission believes that improving school performance demands that school administrators spend more time on educational programming, thereby focusing more on teaching and the processes of learning than on other administrative issues.

These other administrative responsibilities are nevertheless important aspects of school administration, although some have changed significantly and demand new skills, particularly in the area of school-community relationships. Given the complex personal and social needs of children, school administrators are also, by necessity, increasingly involved in co-operation and collaboration with other professional agencies. School administrators have to move beyond the school to tap the resources and expertise available in the surrounding community.

The Commission therefore recommends

Recommendation 61 that the Professional Development Centre, in co-operation with the Department of Education, school boards and school administrators, develop relevant in-service education activities and special institutes for all types of school administration.

Recommendation 62 that the Professional Development Centre develop an Administrators' Institute on multi-grade teaching. The purpose of the institute shall be to address issues such as the integration of the curricula, development of effective multi-grade teaching strategies, development of group management skills, and facilitation of co-operative learning strategies.

12

The Changing Face of Teaching

The interaction between teacher and student has always been at the very heart of the experience of schooling. Most students can recall the special influence of a teacher who not only taught the required curriculum but inspired them to reach beyond their own expectations. As spectacular and powerful as modern technology is, it will never replace good teaching or satisfy students' needs for persons who can lead them beyond the text books and the facts.

Although many professions are characterized by a great deal of interpersonal interaction with their clients, it is the intensity of the teacher-student relationship and the sustained contact that is often the source of both the frustration and the satisfaction of teaching. While each succeeding generation of teachers has faced its own problems - both those which are unique to their time and those which are common to all educators - teachers today have had to meet challenges which teachers have never had to face before, arising in particular from such factors as rapid changes in technology, local and global economies, and social structures.

Teachers of years past had to contend with the problems arising out of widespread poverty and childhood disease, poorly constructed schools, and lack of adequate preparation for the teaching task. They would likely marvel at modern teaching conditions, a 23:1 pupil teacher ratio, specialist support services for most areas of special education, facilities which include gymnasiums in most schools and laboratories in all high schools, at least some non-teaching time for administrators in most schools, board offices staffed with subject area specialists who are able to offer assistance and in-service education. In addition, at least nominally, teachers today are better prepared than ever before for the teaching task: 88 percent of those now teaching in Newfoundland schools hold at least a grade five teaching certificate.

Teaching has never been an easy profession. However, the problems which interfere with effective teaching, and which prompt some of the best to leave the field, change with changing times. Serious problems have emerged in recent years, and it is the purpose of this chapter to highlight these and suggest steps which may be taken to address them.

In spite of many improvements in the education system over the years, particularly in the areas of facilities, special services, school board services and program development, the problems continue to be serious. Some of these problems have been the result of the changing expectations that society has of the education system, that parents have of teachers, and that teachers have of themselves. This, in turn, is largely the result of society's growing realization of the crucial role universal schooling plays, not only in the lives of individuals, but also in the development of a strong culture and economy. Whatever the causes, though, the pressures within the profession have increased to the point where, for many teachers, the single most important health issue in their lives is stress.

Changing Demands

As changes unfold in our society, the expectations and demands upon our institutions increase and schools are no exception. More and more of the services which in the past were the responsibility of other agencies are now considered the responsibility of educators. The school has often come to be viewed as the most expedient setting for implementing social change. For example, the process of integrating physically and mentally disadvantaged people into the mainstream of society was begun in the schools. Similarly, schools were given a key role in the implementation of the federal government's bilingualism policy. Cultural tolerance and understanding are also expected to be developed among students as they progress through school. These policies are all worthwhile, but it is the school, and teachers in particular, who have often had to assume the largest share of the responsibility for their implementation. Many teachers have found they cannot integrate hard-to-serve children no matter how much they want to, and have complained that there are insufficient resources and retraining opportunities to accompany the new policy directions.

Social Change

Education does not take place in isolation. The world beyond the classroom walls affects the school in both direct and subtle ways. The curriculum is regularly modified to reflect changes that take place within society, ranging from new technology and knowledge to evolving social needs and values. Social change also brings with it new stresses and further debate as the values of the education system interact and conflict with the expectations of a changing society.

This is especially true today as new demands on the system seem to come from all sides, and a variety of lobby groups are becoming more effective than ever in affecting the curriculum for schools. Many of these groups complain that schools are not producing the type of student who is prepared for the *realities of modern life*. The unfortunate point, at least for schools, is that the *realities* vary according to the group who is lobbying for the change.

The business sector, for instance, wants to redirect educational priorities to meet an economic agenda. Economists suggest that the chief economic challenge facing Canada and other industrialized countries is to develop a value system which makes us better prepared for, and more competitive in, the workplace and global markets. When parents believe the education system is not adequately responsible to their particular needs they are no longer willing to surrender control of decision-making to education professionals. In particular, parents have been instrumental in seeing the bilingualism policy of Canada carried out at the school level, and have been the driving force behind the integration of special-needs students. The implementation of the new special education policy, for instance, has created enormous pressure on classroom teachers, who were not adequately prepared for such a major change.

Within society generally there is a growing sense of the interdependence of the political, economic and social aspects of life. This, too, has had an effect on both the pace and nature of curriculum change. The importance of curriculum content has become eclipsed by the focus on the development of effective learning processes which will enable students to adapt to rapidly changing environments after they leave school. Even though there is a strong awareness of the need for a focus on process, many teachers have indicated that the material they are being asked to cover each year is continuing to increase. This has added yet another layer of stress.

The Changing Child

Children with special problems and special-needs are present in ever increasing numbers in our schools and this fact alone has led teachers to ask serious questions concerning their role. The classrooms of two decades ago, for which most teachers were trained, have taken on new characteristics which present a serious challenge to teachers' ability to cope. Many teachers feel that their teaching responsibilities are being supplanted by social work, health care work and individual counselling, and the majority want to be able to return to the profession of teaching.

Changing Pedagogy

Educators are now promoting *active learning*, where children themselves are engaged more fully in the process of learning. At the high school level many students can determine their own programs. Teachers are well aware of the desirable effects of these new developments, but will be unsuccessful in their attempts to change from a lecture-oriented to an experience-oriented classroom unless they have an opportunity to acquire the necessary skills and knowledge. The classroom teacher realizes that new instructional strategies are necessary, but without the proper tools and in-service training, many teachers feel helpless and ignored. As the new learning paradigm shifts the focus from the teacher to the learner, from the narrowly confined classroom walls to the world at large, higher order cognitive skills become increasingly important. The ability to think critically, to uncover bias, to reason and question and to remain intellectually flexible are the cornerstones of the educational paradigms of the future.

While educational theorists are influencing policy makers and affecting the tasks assigned to teachers, the teachers who are charged with the responsibility of implementing new policies are faced with a critical shortage of materials, expertise, direction and support. Each new methodology or innovation also makes greater demands on teacher time. The classroom teacher has to assimilate, integrate, synthesize as well as teach the basic requirements of the curriculum. Many classroom teachers feel the demands of the system are excessive, and sense they have lost control of their work day.

The Integration of Special-Needs Children

The inclusion of the special-needs child in the daily activities and routines of the school and classroom has caused considerable problems for the classroom teacher. Wherever they are placed, handicapped children have extraordinary needs and demands which cannot always be met satisfactorily, even under the best of conditions.

While there have been successes, they have come at some expense to other students and to the teacher, upon whose shoulders has fallen the burden of making integration work. Quite apart from the extra attention required for the handicapped student, teachers find it difficult to meet the demands of all the other people involved, such as the social worker, the school district psychologist, the school guidance counsellor, the school principal and the special-needs teacher. The many after-school meetings required to develop individualized plans and learning about the devices sometimes required for teaching and evaluation, are also heavy demands on teachers.

The classroom teacher's task is made all the more difficult when the new skills required to integrate disabled children are taken into account. The teacher must know the disability from a medical point of view, must know how the disability affects the learning process, and must know its emotional and social restraints. In addition, classroom teachers who have not been prepared through the teacher education process to develop or modify curriculum are now expected to be able to perform these functions for each child who requires a specialized curriculum. Consequently, many teachers are not entirely convinced that enlightened policies pertaining to the disabled have reaped the rewards for which integration was intended.

Discipline

While there are many reasons for the dramatic increase in the need for help with stress related problems among teachers - and several have been noted elsewhere in this chapter - the issue of classroom discipline is considered to be perhaps the most significant factor. It is also a subject which has permeated all the major educational reports for the last decade and most have cited lack of discipline as a factor in the low educational performance of today's schools.

Complicating the issue is an ambivalence surrounding the legal authority of the teacher and legislation relating to school discipline. While school officials have the legal authority to administer punishment (as long as the punishment used is reasonable under the circumstances) it is difficult to determine what constitutes reasonable disciplinary measures, and it is increasingly difficult to have some form of punishment sanctioned by the educational community. The removal of traditional forms of discipline often resulted in students going beyond the limits of acceptable behaviour.

In many schools today are students who would have dropped out a few years ago. Many of these students are not motivated to undertake academic work nor learn in the largely academic school settings in the province. However, many of these students are intelligent and have much potential. While commendable efforts have been made to reshape the curriculum, part of the dilemma for teachers is the lack of in-service opportunities to help them keep pace with the changing nature of the child or society's expectations of schooling. The teacher disciplinary techniques which were common in the 1960s when teacher authority was pervasive and seldom questioned are no longer appropriate. When teachers are not provided with appropriate training or classroom management techniques, they are ill-equipped to cope with the classrooms of the nineties.

Extra-Curricular Involvement

In recent years teachers have been given much greater responsibility for non-teaching functions within the school structure. These include co-curricular activities such as school athletics, drama productions, musical productions and activity clubs as well as non-instructional responsibilities at recess time, lunch periods, after school periods and while students await school buses or other transportation home at the end of the day. In addition, teachers have traditionally been involved in many types of voluntary activities for the benefit of their students, such as yearbooks, student council activities, and student newspapers. Indeed, extra-curricular activities frequently consume large amounts of some teachers' personal time.

Fund raising activities, in particular, have been increasing the demands on teachers' discretionary time and many even feel that these have become an institutionalized component of the teaching job. Teachers and their students should not have to use their time to raise money for essential educational resources.

Consequences for Teachers

As members of a profession, teachers are expected to maintain standards, seek new knowledge about teaching and learning, have access to resources for teaching, be consulted regularly on curriculum matters and work in a supportive environment. Yet, many teachers feel their profession is in serious trouble. Unable to cope with increased stress, teaching demands and societal expectations, ever increasing numbers of teachers have enroled in stress management programs, while others have considered early retirement or other employment. Many feel they need more practical help and support at the classroom level.

Although it is not likely that schools and teachers can ever satisfy all of the demands made on them, a leadership style which encourages collaboration as a means of involving teachers in educational decision-making would contribute to more positive attitudes and instructional improvement. As teachers face new reforms and further increased expectations, it is important that they work and plan more with their colleagues, sharing and developing their expertise together.

The Commission therefore recommends

Recommendation 63 that the Newfoundland Teachers' Association, in collaboration with the Department of Education and school boards, and other youth-serving agencies undertake an analysis of the status of classroom teaching in the province with particular emphasis on the problems resulting from classroom management, student discipline, student attendance and the non-academic needs of students.

Recommendation 64 that the Newfoundland Teachers' Association and the Department of Education, in collaboration with parents, convene jointly a provincial symposium on student discipline and attendance with a view to: (a) creating a public awareness of the extent of the issues, (b) generating a public debate on the issues, and (c) seeking ways and means to improve discipline and increase attendance, and (d) sponsoring research designed to identify the magnitude of the problems.

13

The Teaching Profession

Effective schooling depends on a highly qualified and motivated teacher workforce. The task of teaching is today more complex and demanding than in the past and this has taken its toll on both the personal and professional lives of our teachers. Better preparing teachers for the realities of the classroom and the expectations of society can go a long way towards helping them meet these demands, both professionally and psychologically. For teachers who are already active in their profession this preparation must come in the form of professional development activities; for prospective teachers, changes must be made within the university system which prepares them for the teaching task.

Professional Development

Teacher in-service programs are normally conducted during the school year and substitute teachers must be employed to free teachers to participate. The recent reduction in the substitute teaching budget has resulted in many sessions being cancelled, and the Commission was told repeatedly that this has had a negative effect on their professional development and as well on morale among teachers.

While it is generally accepted that in-service education and professional development are a necessary part of excellence in teaching, there is a wide gulf between what is done and what is necessary for teachers and teaching. There appears to be much dissatisfaction especially among teachers with the availability, quality and focus of current in-service and professional development practices. It was frequently argued that in-service sessions - typically one day in duration - were too short to be effective. In addition, many noted the lack of any follow-up to reinforce and support new concepts and strategies.

Despite these criticisms, however, many teachers see long-term value in attending in-service sessions and are genuinely disappointed when opportunities are not afforded them to participate. A major investment of both time and effort in curriculum changes seems inappropriate when the knowledge and skills of teachers are left underdeveloped because of a lack of in-service opportunities. The Commission believes that in-service education is not inherently and invariably an expensive proposition.

Focus

A number of briefs stressed that in-service sessions frequently do little to improve teaching. Further, these sessions are often focused on broad goals and methodologies with little attention paid to content or the teacher's own knowledge of the subject. Others held that much of what is proffered as in-service training is not relevant to today's classroom demands.

Many teachers felt that, in addition to in-service sessions directly related to the curriculum, teaching, and learning resources, in-service education should also stress such concepts as classroom management, student discipline, stress management and other classroom-related issues. Currently, these topics are addressed only infrequently and, at best, superficially. The reality is that today teachers have responsibility for students who at one time would have been segregated in special education classes, and also for students experiencing serious social problems. These responsibilities have presented teachers with enormous challenges which their own training has not adequately prepared them to meet.

Teachers often derive benefits from in-service education that were unanticipated by the organizers. The opportunities for teachers to meet colleagues and to learn how they cope with problems are some of the indirect benefits of in-service activities, whatever their focus. As a professional group, teachers are keenly interested in their jobs and the work of their colleagues, but within schools at least, are frequently hesitant to show this interest. The pressures of the daily work load, the prospect of an evening full of marking and preparation, and the pressure of not wanting to look overzealous before their colleagues, combine to inhibit teachers from analyzing their work or pursuing development opportunities in the staff room. An important function of in-service education therefore should be to encourage the exchange of ideas, materials and strategies, and to establish contact with others in similar situations.

The Need for Change

Administrators, too, raised with the Commission their concerns about in-service education and the professional development of teachers. The median age of teachers in 1991 was 43 and the median years of teaching experience was 19.

One concern was the fear that the aging workforce has not been keeping abreast of developments and practices in education. Several school boards noted that while they were proud of their experienced and dedicated teachers, they were worried about what would happen in the future. Their anxieties are understandable. The changing context of schooling brings with it strong pressures for relevance, and this can only be ensured by continual professional development on the part of teachers. The Commission also believes that without giving professional development appropriate attention, much of the change advocated in this report will fall short of its intended objectives.

The Commission was also told repeatedly that the context of teaching has changed dramatically and that social issues have placed considerable tension on the student-teacher relationship in recent years, especially as student rights have assumed such prominence. The nature and scope of the social changes which are being brought to bear on teaching is typified by the fact that school boards are now using legal counsel to organize workshops on legal liability and to advise teachers of their legal rights and the potential for litigation as it pertains to child abuse.

A new, comprehensive and co-ordinated approach to the professional development of teachers and administrators in the province, involving the University, the Department of Education and the school system, is required for a variety of reasons. Firstly, the rapidly changing and complex needs of the whole school system demand attention, that is, program needs, student needs, and teacher needs; secondly, the *ad hoc* approach to teacher in-service programs which currently predominates is both inefficient and ineffective; and thirdly, there is a growing need for strong educational leadership, especially as school boards currently do not have the resources and skills to confront many of the changes advocated by the Commission. Finally, in addressing issues such as strategies for educational change, the breadth and balance of curriculum, school improvement initiatives, managing disruptive behaviour, or dealing with new technology, it is essential that teachers and administrators have the necessary opportunities to keep current.

The Commission has stated throughout this report that greater authority and more resources must be invested at the local level. In teacher development, too, it is critical that school staff have a voice in establishing the types of activities which will most effectively meet their needs, and be free to draw upon groups within the district, such as local experts and support groups, available technology or distance education services, and self-study initiatives. Specifically, it is essential for the school to address the in-service experiences which will best meet the needs and interests of its teachers and students. After the fact, in-service activities should be evaluated to determine the extent to which they were effective in meeting the intended objectives, whether staff development needs were met, if resources were used efficiently, whether time was spent well, and if adequate follow-up was provided.

Establishing an up-to-date workforce largely depends on building on capabilities which already exist within the system. Education needs to re-think its mission and its methodology so that it can support a culture and environment more conducive to the promotion of teacher and student motivation, academic success and the achievement of excellence. One of the most significant barriers to educational improvement is the lack of an adequate professional development strategy.

The Commission therefore recommends

Recommendation 65 that each school appoint a Staff Development Committee, chaired by the principal, to develop a Staff Development Plan which identifies (a) program and curricular needs, (b) staff needs, (c) school improvement needs, and (d) administrative and organizational needs.

Recommendation 66 that schools submit their Staff Development Plans to their respective school boards each year for approval.

Recommendation 67 that school boards use the individual Staff Development Plans to develop a co-ordinated strategy for professional development in the district.

Recommendation 68 that school administrators assist teachers to implement what they learn from their professional development activities.

Recommendation 69 that the Department of Education, in collaboration with the Newfoundland Teachers' Association, the Faculty of Education, and other educational constituencies, publish a regular professional education journal, which would present ideas for new teaching methodologies, identify potential new resources, and serve as a forum for the exchange of ideas.

Professional Development Centre

Many presentations to the Commission stressed the need for broad-based leadership throughout the education system. The kind of leadership skills that were called for included both the ability to make decisions and to direct action, and knowledge about when and where the system's resources should be distributed.

Such leadership also requires that the teacher or administrator be responsive to the needs of students and have the ability to plan so that the very best use is made of the resources available. Many problems in the education system require a vision beyond the immediate problems of one school, one subject area or one group of children. The right leader can also inspire other teachers, administrators and volunteers to the same kind of vision.

It was the opinion of many that this kind of leadership is needed now as never before within the present system. The Commission was told repeatedly that although good things are happening and pockets of able leadership exist, the times demand an intensified focus on leadership development. Much of the good leadership that has emerged can be attributed to the personal qualities of individuals who wanted to change things for the better - rather than to a system which values the development of leadership.

There is a need for a provincial institute which addresses, in addition to leadership skills, two complementary areas of professional development: orientation of newcomers to the system, and in-service or continuing education of present teachers and administrators.

Orientation to Teaching. For most new teachers, their first contact with the school system is traumatic and stressful. Orientation should involve a program of activities that includes both classroom and school experiences designed to facilitate a smooth transition into teaching responsibilities. The goal of this orientation would be to help new teachers integrate and function more effectively within the school unit. New teachers should be introduced to school philosophy, goals, policies, procedures, role expectations, strategies for classroom management, special services, and ways to network with other teachers.

Continuing Education. Continuing education activities, designed for teachers already in the system, should build upon their present knowledge and skills, strengthen their teaching techniques and enhance their personal development. Activities would include workshops, conferences, seminars, courses and self-directed learning, such as visits to other school settings. While content would vary greatly, common themes would run through many of the programs.

The Commission believes that there must be a deliberate effort to develop and encourage leadership and excellence in every facet of the system. To achieve this, the system will have to provide (1) universal access for teachers and administrators to leadership and professional development activities, (2) sufficient resources so that every individual can be effectively and efficiently served, and (3) a collaborative, focused effort by all participants.

The Commission therefore recommends

Recommendation 70 that a provincial Professional Development Centre be created with primary responsibility for addressing professional development needs of teachers, administrators and education system volunteers.

Recommendation 71 that the Professional Development Centre be administered and financed jointly by the Department of Education, school boards, the Newfoundland Teachers' Association and the Faculty of Education of Memorial University.

Recommendation 72 that the Professional Development Centre construct and implement a long-term development plan to address the leadership and professional development needs of teachers and administrators. The development plan shall incorporate the following:

1. a system-wide professional-development needs assessment, including appropriate means to address those needs,
2. a survey of beginning teachers to determine their degree of satisfaction with their preparation for teaching and to identify issues which could be addressed through pre-service and in-service education,
3. proposals to address the professional development needs of the system, which reflect balance, choice, and flexible scheduling (including the concept of week-long institutes), and
4. consultations with provincial and local interests about educational performance, expectations and continuing education programs.

Recommendation 73 that, when school boards lack adequate expertise or resources to address their in-service education needs, the Professional Development Centre be requested to develop and deliver suitable programs.

Because the Commission believes it is essential that all teachers and administrators attain and maintain competency in their individual areas of responsibility, all should be required to participate in professional development activities to maintain valid teaching licences. With such extensive changes taking place in society and the profession, there is an acute need for teachers and administrators to keep current with those changes, and to be informed about new technologies, new programs and improvements to existing programs. It must be the responsibility of the education system to nurture and actively support the concept of career-long professional development. By having one agency responsible for professional development, a greater measure of continuity and efficiency can be achieved than within the current system. It will also be necessary to go beyond the school system and work directly with post-secondary institutions, health groups, parent organizations, business groups and other interested parties when there is not enough experience or expertise available within the system, especially as new areas of concern develop. A single agency will be more effective in establishing the necessary links and partnerships among different levels of the system and with outside agencies.

The Commission therefore recommends

Recommendation 74 that professional development activities be mandatory for every individual involved in and making decisions about the education system and that the Department of Education, school boards, the Newfoundland Teachers' Association, and Faculty of Education define what constitutes appropriate professional development activities.

To benefit those who need the resources of the Centre most, special efforts will have to be made to include participants from distant and isolated schools. The use of new technologies that will facilitate the distribution of the Centre programs and better share its resources will also have to be explored. It is therefore critical that all teachers and administrators have the opportunity and be expected to acquire competence in the use of computer technology, such as on-line telecommunication services.

The Commission therefore recommends

Recommendation 75 that, through the Professional Development Centre, special in-service training and professional development services be developed and made available for teachers working in small rural schools and in multi-graded classrooms.

Recommendation 76 that teachers, administrators and volunteers be given access to programs and other services through school computers and distance education services.

As the only teacher education institution in the province, Memorial University's Faculty of Education should play a primary role in addressing professional development and in-service education needs. Specifically the Faculty should address (a) the need to assist teachers in dealing with the complexity of the task of teaching, (b) the need for the aging workforce to remain current and up-to-date, and (c) the need for teachers to draw regularly upon the extensive resources of the University.

Teacher Education

All programs for reforming the education system must ultimately examine the education programs which mould its teachers. It is pointless to focus on reforming the school system and ignore the important role teacher preparation plays in shaping it. Indeed, the Faculty of Education at Memorial University, along with the Professional Development Centre, school districts and schools must be involved in a thoroughly collaborative relationship to ensure that new teachers are aware of, committed to, and capable of effecting the changes proposed in this report. How teachers are prepared is, therefore, one of the most important issues to be faced in any program of educational reform.

There must be a concerted effort to prepare new teachers to address the varied needs of students and the equally varied needs of the school system. In addition, the preparation of teachers must give them the means to adapt appropriately as these needs change.

Areas of Concern

The Commission was told that the teacher education programs at Memorial University are a barrier to the effective delivery of curriculum because they do not adequately prepare prospective teachers for the realities of teaching. Those who enter teaching must be grounded in the essentials needed to meet the demands of the task. Some of these essentials are lacking particularly in the program which prepares teachers for the secondary level, where the pre-service program is a five-year conjoint degree program which is largely academic. While teachers should have a strong academic background in their teaching area, there is a need for greater focus on practical skills in professional training. Current offerings at Memorial provide limited opportunities for acquiring teaching skills and methodologies since education courses are largely theoretical and only minimally practical. Among the appeals for changing the present teacher-education programs at Memorial was the recommendation to establish a co-operative program similar to that followed by other professional schools. Under this arrangement, prospective teachers would receive a minimum of three semesters' experience in the field before graduation.

Another area of concern expressed in submissions to the Commission was that too many teachers are asked to provide instruction in areas for which they are not prepared or qualified. This problem is often the result of, or exacerbated by, the number of small schools in the province where teachers are unable to concentrate on their area of specialization because they must provide instruction in so many different subject areas. The existing broad school curriculum requires the provision of a wide range of subjects and should have an equal breadth in teacher preparedness.

The Commission recognizes the importance of prospective teachers having a thorough understanding of the subjects they teach, but also recognizes the problems involved in preparing teachers for all such eventualities. The Commission was also told that

- preparation for the responsibilities associated with teaching in small schools has been neglected. The Faculty of Education uses an urban model for preparing teachers which does not take into account rural conditions, small schools, limited resources or multi-grade settings. Given the unique geographical nature of the province and the fact that most graduates find employment in remote, rural settings, the Faculty should be in the forefront of educational research and training in this area.
- there has been inadequate preparation for teaching at the junior high level as it relates to the specific nature of junior high students.
- in recent years, the Department of Education has promoted a resource-based learning approach to curriculum which has meant that teachers must know about and be able to incorporate a wide variety of resources, instructional strategies and learning styles.
- new teachers are inadequately prepared to deal with the responsibilities of establishing and maintaining effective classroom learning environments and to deal with classroom discipline. It was suggested that courses in classroom discipline and control be required for all prospective teachers.
- the province has instituted a new policy for special education that promotes the mainstreaming of special needs children in regular classrooms, suggesting that all teachers, not just special education teachers, require courses in special education. Classroom teachers now must teach children with a broad range of special learning, physical and emotional needs. The needs of learning-disabled children are being increasingly recognized, yet these students are often dependent upon classroom teachers to detect the disability and take or recommend appropriate action.

- the poor articulation of the Faculty of Education with the school system is a problem deserving attention and resolution. The Faculty exists within the context of the wider university, and is not defined as a teacher training institution with a mandate to fill the teaching needs of the province's schools. However, the fact remains that nearly all teachers in this province have received their teacher education at Memorial, and the extent to which schools are able to meet students' educational needs is at least in part a reflection of the effectiveness of the Faculty.

An awareness of the latter problem has occurred because in recent years economic forces and technological developments have increased the importance of science and mathematics, and political forces have increased demands for second language courses. While there have been developments in curriculum to respond to the changing environment, school boards have faced enormous difficulties finding teachers who have appropriate skill in these areas, and many teachers now in the field find they are ill-equipped to deliver what is required. A recent survey of all high school science and mathematics teachers in the province, (Fushell, 1989) found that only about half of the mathematics teachers had taken six or more mathematics courses at university, and fewer than one quarter of science teachers had taken a similar number of science courses. In fact, about half the teachers teaching science in our high schools have taken no science courses at all. Fewer than 23 percent of teachers surveyed had taken two or more teacher courses in science and mathematics. A similar report on the qualifications of primary and elementary teachers in the province (Banfield, 1989) shows that in grades K-6 the situation is even worse. At present there exists no mechanism to match program enrolment within the Faculty with the demands of the field.

The Commission therefore recommends

Recommendation 77 that the Faculty of Education undertake research into the school contexts in which first year teachers are placed with a view to gathering realistic information to help shape preparation programs.

Recommendation 78 that Faculty of Education programs be designed to prepare teachers for the learning context of the schools and classrooms where prospective teachers are expected to teach.

Recommendation 79 that the Faculty of Education of Memorial University, in conjunction with the Teacher Certification Committee and the Professional Development Centre, work on continuing education programs to encourage teachers to remain current in their academic fields and methodologies.

Recommendation 80	that the Faculty of Education establish a Centre for Small Schools which would address problems of particular concern to small schools, and approaches to teaching in multi-grade classrooms.
Recommendation 81	that the Faculty of Education examine its undergraduate program components to ensure there is a core of subject-oriented courses which would develop the essential skills of reading comprehension, writing, speaking, listening, and clear thinking.

Induction of New Teachers

Today, most new teachers develop through experience the skills necessary to function successfully in a complex working environment. Yet, it is difficult to imagine new teachers becoming, solely by trial and error, experts in the variety of teaching skills needed. It is also unrealistic to expect under such a system that beginning teachers will be fully effective during their first months or years of teaching.

The Commission was told that this method of inducting new teachers into the profession of teaching - placing them in the classroom straight out of university and simply expecting them to teach - is inadequate and fails to follow through on the professional commitments implicit in the teacher education programs. As it now stands, once new teachers find a position in a school, virtually all connections with their previous professional training are severed.

The Commission therefore recommends

Recommendation 82	that the Faculty of Education, in conjunction with the Department of Education and school boards, undertake a continuing effort to identify and respond to the changing needs of the school system through an annual follow-up of graduates who enter the teaching profession, and thus gather information to assess program relevance.
Recommendation 83	that the Faculty of Education and school boards develop induction programs for beginning teachers.

Focus on Teaching

The Commission was told that in addressing the need for improved quality in teaching, the Faculty of Education needed to focus more on encouraging innovation. At one time, the major thrust of the work by members of the Faculty of Education was teaching and service to the profession, but in recent years there has been a shift towards research and scholarship. It was suggested that there now exists within the Faculty an imbalance between teaching and research responsibilities, since research endeavours are more highly valued than excellence in teaching. The Commission, however, sees no evidence that an emphasis on one negatively affects the other, although the Faculty should acknowledge the importance of teaching by considering it a key criterion in applying reward systems in its institution. In emphasizing the importance of teaching, the Commission recognizes that while the Faculty of Education at Memorial University has its mission defined within the University context, teacher preparation is one of its primary responsibilities. It is also recognized that the Faculty of Education is a major determiner of what good teaching is in the minds of prospective teachers. Through teacher education programs the ideas of what constitutes appropriate behaviours, practices, and values are attained by prospective teachers. Since the teacher is the major determiner of the classroom learning environment and central to any significant educational improvement, the Commission concludes that the issues raised warrant careful attention by the University authorities. The Faculty of Education must focus on ways of improving teaching practice and it is not unrealistic to expect teacher-education programs to be characterized by exemplary practices and that Faculty members strive to become model teachers.

The Commission therefore recommends

Recommendation 84 that the Faculty of Education affirm the prominence of teaching and appropriately reward standards of excellence in teaching within the Faculty.

Recommendation 85 that the Faculty of Education seek to strike a balance between teaching and research which would extend status and benefits to those who are outstanding teachers.

Recommendation 86 that the Faculty of Education, in conjunction with school boards, designate selected schools as University Schools which would assume a co-operative role with the Faculty of Education in order to prepare teachers adequately for the realistic demands of teaching and to enable the Faculty to experiment with innovative teaching ideas and practices.

Teacher Supply

One of the most powerful forces affecting teacher education in this province in the near future will be the impact of the decline in school enrolment. Indeed, the decline in enrolment has been projected to continue well into the next century. The enrolment decline of the 1970s and 1980s was not followed by a concomitant decline in the demand for teachers because government intervened by expanding the system through the addition of Grade 12 and by lowering student-teacher ratios. Future declines, however, will result in the demand for fewer teachers. Further, given the fact that almost one-half of the schools in this province have fewer than 200 students and that many teaching positions that will be available will be in rural areas, those who enter the teaching profession will face special challenges and restricted career choices. This situation is further compounded by the fact that the new pension arrangements for teachers encourage senior teachers to remain in service until the mandatory age of retirement. There is evidence that young teachers tend to leave teaching at a much higher rate than older, more-experienced teachers, thus presenting additional problems of up-dating an aging teacher workforce.

These trends will have a significant impact on teacher-education programs. While the demand for new teachers will continue to decrease, the challenge of maintaining a supply of high-quality teacher recruits will remain. The present difficulty of finding and retaining qualified teachers for rural schools and for mathematics, science, French and specialist positions may be a harbinger of other challenges that the system will have to face. Given their fundamental and crucial responsibilities to individuals and to society, it is imperative that tomorrow's teachers be the brightest and the best.

The Commission therefore recommends

Recommendation 87 that the Department of Education, Faculty of Education, school boards, and NTA participate in an assessment of present and future employment needs of the school system in order to promote an awareness among prospective teachers of these areas of need.

Native Teachers

At present, few native-born teachers have a teaching certificate of Level 4 or higher; most who are certified have certificate Level 2. Although the certification levels of native teachers may, in general, be lower than that of non-native teachers, the presence of native teachers in native classrooms should have a positive influence on their students.

This lower level of certification may be largely attributed to a lack of a teacher-education program that addressed the concerns of native education before 1978, although a few teacher assistants from Sheshatshit studied for six-weeks in Quebec to learn at least some skills to function more effectively in the classroom. In 1978, a university certificate program was developed primarily for native people who wished to become teachers. This Teacher Education Program for

Labrador (TEPL) requires the completion of 20 university courses including native languages and practice in native schools. A second program, Bachelor of Education (Native and Northern Education) was approved in 1989. This program requires the successful completion of 50 university courses and includes options for concentrations in the areas of primary, elementary or secondary education, as well as courses in native languages and native culture. Since 1978, 17 native teachers have satisfied requirements necessary for TEPL certification.

In 1992, there are more than 100 teachers in the small communities of Labrador, but fewer than 25 percent of them have graduated from a native teacher education program and met minimum certification requirements. The present rate of course offerings in native teacher education programs at Memorial University is also not sufficient to ensure that the majority of classrooms will be staffed in the next ten years by certified native teachers. Opportunities must be provided to those who have the minimum certification qualifications to improve them, and opportunities must be provided for native people to become qualified teachers.

If there are worthwhile characteristics in native teacher education programs and if, as submissions argue, there is merit in having qualified native teachers in the classrooms in native communities, then greater attention must be given to the education of natives who aspire to be teachers.

The Commission therefore recommends

Recommendation 88 that the Labrador school board, the Department of Education, and the Faculty of Education of Memorial University coordinate the offering of courses required in native teacher education programs to permit native teachers and native teacher assistants an opportunity to improve their qualifications at an accelerated rate.

Ensuring Standards

In the absence of a national accrediting agency in Education, Faculties of Education in Canada operate with considerable independence and autonomy. Consequently, teacher education programs vary considerably in nature, scope and quality throughout the country. Indeed, it was somewhat surprising to the Commission that initiatives have not been taken to establish an accreditation process for Faculties of Education as is the practice with other professional schools.

In view of the increasing mobility of teachers, which suggests that programs in Faculties of Education are not exclusively for a single province, and in view of increasing concern over national educational standards, the Commission believes a formal structure to accredit Faculties of Education should be created. The thrust of such a process would be to establish criteria to assess programs, ensure that minimum standards are achieved and evaluate individual faculties or their programs.

The Commission therefore recommends

Recommendation 89 that the Minister of Education initiate discussions at the Council of Ministers of Education, Canada (CMEC) level with a view to establishing an accreditation process for Faculties of Education.

Co-ordination and Exchange

Restructuring teacher preparation programs will require a serious commitment to changing present goals, policies, conditions and resources and the creation of broad-based coalitions at all levels. Substantial support and communication mechanisms must be built into the existing system to help the beginning teacher and those already established in the profession. Because there is only one teacher-education institution in this province and because the University has been moving to more collaborative approaches to teacher education, the Commission believes there is a need for a more formal mechanism, specifically an External Advisory Council, to act as a liaison between the Faculty of Education and the education system. There are several reasons for recommending such a Council. First, the Faculty has already moved to respond to the need for more field-based experiences in its programs - all education students must now complete both field work and an internship. These initiatives have placed significant responsibilities, pressures, and strains on the school system, which means that teachers and administrators should have a greater role in shaping the focus and nature of such experiences. Secondly, an advisory council would assist the Faculty in fulfilling its responsibility to prepare the system for changing roles and relationships, both at the pre-service and continuing professional-development levels.

Third, there is a need to change present perceptions held by both teachers and faculty with respect to each other. Traditionally, the Faculty of Education has been perceived as an academic, knowledge-based, teacher-preparation institution, somewhat aloof and even out-of-touch with the realities of teaching. There is a real need for a closer collaboration between the two parties to share ideas on improving programs and teaching practice.

Fourth, there is a recognition that teachers can and should engage in meaningful research and become better prepared to confront the real problems in the system. A closer link between the two partners would strengthen both teacher education programs and current practices in the school system.

The Commission therefore recommends

Recommendation 90 that the Faculty of Education establish an External Advisory Council of teachers, administrators, and Department of Education personnel, and that the purpose of the Council be to (a) foster the formal exchange of ideas, (b) advise on the appropriateness and relevance of teacher education programs, (c) facilitate collaboration in research and innovation in the school system, and (d) establish mechanisms to enable teachers to work with the Faculty of Education, and Faculty members to work with the school system.

14

Curriculum

Of all the components of the education system, the curriculum affects students most directly. The curriculum is fundamental to the knowledge they acquire to develop new skills. It reinforces social values, stimulates new thinking, prepares them to become participants in society, and helps them gain a critical awareness of their heritage, traditions and environment. It is through the curriculum that students come to know the forms of established disciplines, to become effective communicators and to learn the other skills they will need to confront and reshape the world they encounter. During its public consultations the Commission was told often of the school system's need to place higher priorities on attaining the skills of literacy, numeracy, critical thinking and scientific reasoning.

The term *curriculum* means different things to different people. Some use the term to refer to the subjects offered in a school, while others include all of the experiences - including extra-curricular activities - a child might have under the guidance of the school. One of the critical factors affecting curriculum is its relevance to children and learning. A relevant curriculum accommodates all children even if they have significant differences in their needs and interests, aptitudes, learning styles, learning rates, attitudes towards different disciplines, personal goals and aspirations. In recent years, the province's Department of Education has addressed the issue of relevance through the promotion of a learner-centred curriculum, in which the active participation of the learner is *facilitated* by a teacher who employs a wide variety of resource materials.

Instruction is, of course, very closely connected with curriculum; the one is a manifestation of the other. While the subject matter to be learned may be the intended curriculum of a particular course or subject, the instruction that the teacher provides is the functional aspect of that curriculum. Put another way, instruction is the curriculum in action. Teachers thus play a critical role in determining and shaping what their pupils will have the opportunity to learn, how they learn it and what it will mean to them. In the classroom, where the central interaction between the students and curriculum occurs, the teacher is both the principal vehicle for, and the interpreter of, what the children will learn.

The Need for Change

The education system in this province is buffeted by competing, often conflicting demands for change; and policy makers, educators and schools have been attempting to accommodate these demands with a long list of adjustments and add-ons. Competing demands have ranged from "national curricula" to a greater emphasis on school-level control, and from a need to address only specific curricular components to a need for a general review of all curricula.

During its investigations, too, the Commission heard a number of conflicting claims about what should be changed and how those changes should be implemented. It was told, for example that

- some of what the Department of Education does in the areas of curriculum and instruction is being duplicated at the district level by assistant superintendents and program co-ordinators;
- the system of selecting programs, supplying materials, and providing in-service training for new programs has contributed to educational inequality;
- there is a considerable difference between the intended and the actual curriculum;
- curriculum development and implementation, particularly at the primary level, is impeded, hampered, and constrained by the dominance of a subject centred and content oriented mind set;
- while the conceptual level of published provincial curriculum documents is high, they often do not take into account the realities of delivering education in this province, such as having teachers advised to implement resource-based learning when they have inadequate resources to do so;
- there are significant gaps in expectations and orientations between Kindergarten and Grade one, between Grades three and four, between Grades six and seven, and between junior high and senior high school which hinder curriculum continuity and coherence;
- although some small schools have always had multi-grade classrooms, curriculum documents and personnel have not recognized this fact and assume a structure with discrete subject-area grade boundaries;

- the elementary curriculum is overcrowded, forcing teachers to feel they are teaching in a miniature high school.

Most of the concerns the Commission heard about curriculum related to three general issues. First, although the Commission, as directed by its Terms of Reference, confined its work to the structure and delivery aspects of curriculum, there was a clearly expressed belief that the content and priorities of the curriculum need to be addressed as well. Second, while many people felt that the practice of assigning primary responsibility for curriculum development to the Department of Education is educationally sound and cost effective, considerable concern was expressed about the discrepancy between the intended curriculum and that which is actually realized, and there were calls for an intensive look at the whole process of curriculum development and implementation. Third, since the province still has a considerable number of small schools with limited scope and resources, it was felt that the education system must use different technologies to deliver programs where the educational needs of children cannot be met by traditional means.

Although there have been a number of education studies conducted in the province in recent years, curriculum changes have usually occurred in response to particular circumstances and imperatives rather than as part of an integrated plan of action. The reorganization of the high school program and policy changes in the area of special education, for instance, have taken place without reference to other areas of the system. Such piecemeal reforms are bound to have less chance of success than restructuring which seeks to consider the whole system. The process and structure of schooling are - or should be - a cohesive whole where modifying one aspect will affect others. The process of *changing* the school curriculum must recognize this reality.

Recent Trends in Curriculum Development

Prior to the restructuring of education in 1968, the education system of the province was characterized by rigid prescriptions for curriculum associated with single textbooks, pervasive public examinations and an overtly inspectorial role. The system also stressed the need of ensuring a minimal level of educational attainment. Since that time, however, the centralized control of the Department of Education has gradually loosened. Whereas a few decades ago universal public examinations in Grades 9, 10 and 11 were used as the sole final evaluation for each of the subject areas, today public examinations are given only for selected level three courses and account for only 50 percent of the final evaluation in these courses. Formerly, the Department of Education made virtually all decisions about curricular programs and texts for the province, and little teacher input was invited in such matters. Invariably, a single text was chosen for each course, and that text became, in effect, the program throughout the province.

Today, there are provincial curriculum committees which include teachers and program co-ordinators, and these committees are influential in the design of curricular documents and in the selection of texts and resources. Similarly, there has been a gradual movement from the reliance on a single text to the acceptance of alternative materials from which teachers may select, although this practice has been limited because of the costs involved and the scarcity of available resources. In recent years, too, there has been a movement away from the *transmission* view of curriculum, concerned with the mastery of subjects, using traditional teaching methodologies such as rote learning, and associated with the mechanistic view of human behaviour to the *transactional* view of curriculum, which encourages students to think for themselves, to think deductively, to interact collaboratively with teachers and other students, and to access information - to learn *how* to learn.

Assumptions

In the face of often conflicting public demands for changes in the curriculum, the Commission found it necessary to set down its own conclusions about the nature and value of the curriculum process in the form of a set of assumptions or basic requirements of an acceptable curriculum. These were derived from what the Commission heard at the public hearings, extensive interviews and focus group activities, recent literature on the subject, and original research completed by the Commission and on its behalf. Each assumption has helped to define and guide this inquiry and to shape its recommendations.

Curriculum must be responsive to all children. The curriculum must be prescribed in such a way that it can fit varying cognitive needs and abilities, and the cultural and social differences of all children.

The curriculum must have an academic focus. While there are many groups in society which take on responsibilities associated with the welfare of children, only schools should have a mandate to provide academic instruction. Non-academic courses have a role in the school system, such as maintaining student interest or providing essential life skills but *all* students should be able to obtain a high quality academic education which will enable them to pursue other educational and job-related interests after graduation.

Some courses are more important than others. All courses in the curriculum have value, but those in certain areas such as language, mathematics, and science are essential to further advancement and therefore must take precedence over others. All students in the province should have access to these core courses, and more time should be allocated to these subject areas than to others.

Responsibility for ensuring that curriculum goals are achieved must rest with the Department of Education. To ensure that a high standard of education is available in all areas of the province, the Department of Education must define the core curriculum, set program and learning goals and objectives, and be helpful, but not prescriptive, in proposing effective strategies for implementing the curriculum. To ensure the highest quality curriculum content, the best and most creative ideas, and the most effective use of scarce resources, quality control must be maintained at the provincial level. However, provision should be made for school boards to develop alternative programs. The provision of appropriate curriculum guides and resources is crucial to maintaining a high level of quality in this process.

The Challenge of Curriculum Reform

Satisfying these requirements means that all those involved with education in the province will need to work together to ensure a curriculum that meets the needs of students and educators in the coming decades. Such goals as inter-level curriculum development, re-emphasizing academic subjects and developing the ability of students to think critically are amongst the most significant challenges facing curriculum reform in this province.

Responsibility for Curriculum Development

The current practice in curriculum development has been to establish at the provincial level the kind of curriculum deemed necessary to reach goals in language arts, science, mathematics, history, geography, economics, religious education, French, health, physical education, the fine arts, business education and vocational education. Usually, the curricula are developed after consultation with selected teachers and program co-ordinators in the field and are then prescribed in a provincial curriculum which is made available to all schools. The curriculum states learning objectives, designates texts and resources and suggests how best to organize instruction. In recent years, however, there has been some movement toward decentralizing curriculum development.

The main criticism the Commission heard with respect to curriculum development at the provincial level was that it is too prescriptive and too "centralized", and thus often difficult to implement in some schools. In essence, the difficulty for many teachers is that they must accept the vision, content, and strategies of an established curriculum with too little opportunity for either personal contribution or local variation.

Despite these concerns, the Commission believes that it is neither wise nor desirable to move to a completely decentralized model. For one thing, greater school and school board autonomy in the development and implementation process would be very expensive and would likely result in much duplication of effort in different schools and school boards across the province. It would require a significant amount of release time, professional development programs, appropriate funding and other resources and a testing and monitoring mechanism to ensure that the curriculum developed would be comparable or better in quality than that developed for the province. An alternative approach would be to provide more opportunities for school boards and schools to initiate programs at the local level and to adapt the curriculum to meet local needs.

Academic Content

In the past, there was a perception that the curriculum was too academic and demanding and contributed to high dropout rates, but changes to the curriculum which occurred in response to this perception have also been criticized for diluting the academic thrust simply to keep more students in school. The Commission believes that the school system is designed for academic education, and that this must be its primary role. To this end, children must have the opportunity, and be encouraged, to pursue academic studies to the limit of their abilities. The Commission therefore believes that a core curriculum must be established based on the disciplines of Language, Mathematics and Science, and that high standards of achievement in these studies must become a primary aim of the curriculum.

It is not the intention of this Commission to rewrite the program of studies; however, the Commission believes the time has come for the primary purpose of schooling to be reasserted. Designating Language Arts, Mathematics and Science as core subjects is meant only to imply that they are fundamental to success in other subjects, they should be assigned the largest time allocations and that evaluation in these areas should constitute an indicator of student, school and system performance. However, other courses should continue to be mandatory. Even in small rural schools students should have an opportunity to experience a broad academic curriculum. The amount of time available for instruction is limited and it must be used effectively and responsibly. Instruction in academic areas, particularly in core subjects, cannot be compromised.

Learning to Learn

The Commission believes part of the challenge in any major school reform, particularly as it applies to curriculum development and implementation, is to strike some workable balance between the structure of schooling and the needs of children. The ability to think abstractly, conceptualize and solve problems is becoming increasingly more important in the workplace and in all aspects of living. Although the specific content of the curriculum is important, in a world of rapidly changing technologies and an unprecedented explosion of knowledge, learning how to locate, analyze and utilize information and how to think critically about it is also crucial. Now more than ever, the emphasis of education must be on acquiring process skills, as specific content becomes outdated with increasing rapidity, especially in the technical and scientific fields. In other words, it is essential that children learn *how to think* and *how to learn*.

A Model for Curriculum Development, Revision and Implementation

To meet these challenges efficiently and effectively, the present means of developing, revising and implementing the school curriculum will need to be changed. The model for curriculum offered in this section has been designed with these challenges in mind, as well as with the other fundamental educational principles enumerated elsewhere in this report, and in harmony with the basic educational model presented in Chapter 10 of this report. It is also mindful of the many pleas for curriculum change that the Commission heard from both within and outside the present school system. Under any circumstances, however, if the right conditions are to exist for significant change the Provincial Government must provide not only an invitation to implement this model, but also the authority and resources necessary for its implementation.

Curriculum Process

The Commission believes the process of developing, revising and implementing curricula should be a collaborative responsibility involving the Department of Education, school boards and schools, and where circumstances warrant, the Newfoundland Teachers' Association, the Faculty of Education and other faculties of Memorial University. At present, development and implementation are treated as separate and distinct exercises, with the Department of Education responsible for development and school boards responsible for implementation. Instead, a model with shared responsibility is needed in which curriculum development, revision and implementation are inherently connected. This would answer the need for strong provincial liaison for education. There is need for clearly defined provincial goals and objectives, and the complexity and efficiency of the initial development process warrants it done by the Department of Education. However, it also recognizes that if evaluation is *built-in* then, for the most part, the process can be turned over to school boards which can then monitor, evaluate and revise the curriculum as the need arises.

In the model proposed here, the curriculum would focus on and respond to provincial goals and objectives yet be more flexible and responsive to local needs and opportunities. At present, for example, there has been no major thrust to adapt the curriculum for use in multi-grade settings, and although there is a local course option available to school boards, this does not adequately allow the recognition of local talents or special circumstances. Nor has the current system recognized that curriculum relevance should be an integral part of the curriculum development process. The Minister of Education nevertheless must retain the power to address province-wide concerns and needs, which supersede local concerns.

The following sections delineate the responsibilities for curriculum development and implementation which would be shared among the Department of Education, school boards and schools under the new model.

Role of the Department of Education

The Commission believes that the Department of Education, school boards and schools must each assume new and more complementary roles. The Commission does not believe the Department of Education should move unilaterally to develop new curricula, but that it should share this role with other levels within the school system. A new curriculum would thus be developed co-operatively, through the auspices of the Department of Education. Once developed, it would be the school boards' responsibility to implement, monitor and update the curriculum. In this regard, the Department of Education would:

1. ***Establish the Vision.*** To ensure relevancy and high quality in the curriculum and to gain insight into global changes, educational directions and curricular innovations, the Department of Education should maintain close links with the outside agencies.
2. ***Oversee the Development of New Curricula.*** Flowing from the vision, goals and objectives, and after consultation with other levels of the school system, the Department of Education would oversee the development of new curricula. The development process should include (1) needs assessment, (2) consultation (3) development (4) validation (5) field testing (6) revision, if necessary, and (5) authorization.

3. ***Set General Level and Program Goals.*** The Department of Education would set the goals of the system, namely (1) learning goals for each learning level (ie. broad statements about what the province wants and expects students to know and do upon completion of the primary, elementary, junior high and senior high levels) and (2) long-term program goals for each subject area.
4. ***Set Specific Grade and Subject Objectives and Achievement Standards.*** The Department of Education would (1) set specific learning objectives for each grade, (2) set specific learning objectives for each subject area for each grade and (3) establish appropriate achievement standards for transition to the next level.
5. ***Develop Evaluation Guidelines.*** The Department of Education would identify appropriate means to assist teachers to determine the extent to which their students meet the stated learning objectives.
6. ***Recommend Multiple Learning Resources.*** The Department of Education should continue and expand its practice of providing school boards with lists of alternative learning resources from which the individual schools, in collaboration with their teachers, can choose to suit local needs. In addition, teachers who have the desire and the resources to explore learning resources other than those on the prescribed list should have the opportunity to use them. The use of such materials would have to be subject to authorization by the Department of Education to ensure that the provincial program goals are maintained.
7. ***Publish Curricula Guides.*** The Department of Education would publish and distribute curricula guides describing the developmental characteristics of learners and suggesting a variety of appropriate teaching methodologies.

The Commission therefore recommends

Recommendation 91 that, with respect to curriculum development and revision, and as specified in this report, the Department of Education (1) establish the vision, (2) oversee the development of new curricula, (3) set level and program goals, (4) set grade and subject objectives and achievement standards, (5) develop evaluation guidelines, (6) recommend and authorize multiple learning resources and (7) publish curricula guides.

The Commission believes that the Division of Program Development in the Department of Education must be reorganized to address these changes, such as a move away from the use of subject-specific curriculum consultants in order to provide a more flexible and responsive approach to the Department's role in developing the curriculum. The Commission believes the department must develop a process which brings together the province's most knowledgeable, creative and innovative educators to write course objectives and prepare curriculum guidelines.

The Commission therefore recommends

Recommendation 92 that the Department of Education establish a curriculum development process which is facilitated internally but developed through the use of teachers, specialists and other external developers.

Recommendation 93 that the Department of Education employ Curriculum Development Specialists for the primary, elementary, junior high, and senior high levels to monitor curriculum issues and facilitate the curriculum development process.

Our children need to acquire specific skills and concepts at particular levels of their development. Pre-school children and primary, elementary, junior high, and senior high school students require educational experiences appropriate to their background, current and future needs, developmental and age levels. The Commission believes there is a need for a greater focus on the continuity of educational needs and the changing nature of the student from one level of schooling to another.

In addition to a lack of continuity within subjects across school levels, there is also little connection made between subjects, even though there are numerous instances in which course objectives in different subject areas overlap. There is thus a need for a wider view of knowledge across all subject areas to avoid wasteful repetition and to ensure more effective teaching of basic concepts, skills and attitudes and to ensure that students receive the maximum benefit from their years of schooling. Such an approach would be particularly beneficial to students and teachers in multi-grade classes.

Multi-grade classes exist in 10 percent of the province's schools usually because of low student enrolments and geographical isolation which prevent access to larger, regional schools. Given the fiscal constraints which exist and are likely to continue, it is not feasible to have separate classrooms and teachers for each grade in these schools and such schools are likely to continue for some time. Despite the prevalence of such classes, their possible effects on students and their impact on teaching strategies have rarely been addressed or accommodated.

The Commission was told that little direction is available to teachers in multi-grade classrooms, particularly for adapting resources, providing individualized instruction, devising group strategies, or general planning and organizing. In addition, it was told that the teacher training program does not adequately prepare teachers for multi-grade classrooms. Teaching in a multi-grade classroom is a demanding role requiring special training, skills, strategies and supports. Teachers told the Commission of the need for opportunities to share effective teaching strategies with other multi-grade teachers; for policies and resource allocations that aid multi-grade teaching, and for special workshops and support groups for multi-grade teachers where advice on instruction techniques and management practices are available. The Commission was told that the curriculum also should be modified to address the needs of multi-grade classrooms.

Because of the number of small schools in the province and the diverse learning situations in multi-grade settings, the Commission believes the Department of Education must address the legitimate concerns of teachers in these settings.

The Commission therefore recommends

Recommendation 94 that the Department of Education, the Faculty of Education, school boards and related agencies establish appropriate policies for addressing the curriculum needs of children in multi-grade classes.

Recommendation 95 that the Department of Education examine its learning objectives, particularly at the primary and elementary levels, to develop subject area integration appropriate for small schools and multi-grade classes.

Recommendation 96 that the Department of Education, with the involvement and advice of teachers from small and multi-grade schools, develop a curriculum handbook of techniques and skills appropriate for teachers of multi-grade classes.

Recommendation 97 that the Department of Education provide for alternative texts and resources for students working independently in multi-grade classes.

Recommendation 98 that the Department of Education, the Newfoundland Teachers' Association and school boards provide a forum for multi-grade teachers to share their most effective teaching strategies and practices with their peers.

Recommendation 99 that the Professional Development Centre, in co-operation with school boards, develop programs to address the professional development needs of teachers in multi-grade classes.

Role of School Boards

While the primary responsibility for initiating and facilitating curriculum development and revision should rest with the Department of Education, implementing and monitoring the curriculum should be primarily the responsibility of school boards. Thus, under the proposed model, school boards will have the responsibility to

1. ***Develop District Learning Objectives.*** In collaboration with schools and School Councils, school boards would review and interpret provincial program goals and learning objectives. School boards must have flexibility and discretion in determining additional learning objectives based on local needs and conditions. The total learning objectives for a district should include the provincial program goals and learning objectives *in addition* to those developed through local district input. The process of developing district learning objectives should thus begin with a review of the provincial program objectives which define the learning expected of students by the time they complete each of the learning divisions of primary, elementary, junior high and senior high school. Districts must also be cognizant of modifications required and the adaptation of courses for students having special curricular needs.
2. ***Implement Curricula.*** To implement the curriculum, school boards would (1) develop appropriate in-service training for new and revised programs; and (2) provide on-going staff development and support.
3. ***Monitor Curricula.*** In collaboration with schools, school boards would regularly monitor the curriculum. The process should review (1) provincial and district learning objectives, (2) curriculum content, (3) program strengths and weaknesses, and (4) should recommend changes. In most cases, no changes, or minor changes only, would be required. In others, new resources or texts would need to be considered.
4. ***Update Curricula.*** All changes initiated by school boards would be communicated to the appropriate teachers as well as to the Department of Education in order to ensure consistency with provincial objectives.

The Commission therefore recommends

Recommendation 100 that, with respect to curriculum implementation, and as specified in this report, school boards (1) develop district learning objectives, (2) implement curricula (3) monitor curricula and (4) update curricula.

To meet local needs and utilize local resources school boards should also be encouraged to develop units within provincially developed courses, as well as local courses in addition to and within the provincial curriculum.

The Commission therefore recommends

Recommendation 101 that, based on local needs and conditions and where resources, expertise, and interest exist, the Department of Education authorize, support, and encourage school boards in the development of (1) units within courses, and (2) locally developed courses. These units and courses must be in line with provincial program and learning goals and objectives, and should be authorized by the Department of Education.

At present the Department of Education pays directly for textbooks but not for other learning resources to accompany new programs or to supplement existing programs. These resources must be purchased by the boards through their operations grant, which must cover all board operations except capital expenses. Under the present system boards have no discretion in selecting textbooks and have too little funding to afford additional learning resource materials.

The Commission therefore recommends

Recommendation 102 that the Department of Education change its present policy on the method of acquisition and payment for textbooks, to a more flexible method of providing and funding textbooks and other learning resources to schools.

Role of Schools

In addition to contributing to curriculum development at the provincial level, principals and teachers, in consultation with board personnel, have the responsibility for translating provincial and district learning objectives into practical learning experiences in the classroom.

The Commission therefore recommends

Recommendation 103 that, at the beginning of each year, parents and students be advised of the grade level learning objectives and the method of evaluation that will be used.

Research on educational change shows that if schools are to improve, teachers must be connected with new knowledge from the outside and that conditions within the school must allow teachers to share this new knowledge among themselves. The professional development of teachers is thus a key element in curriculum reform, but it is also essential for the delivery of the curriculum. The role of the teacher as learning facilitator must be recognized and supported as well. If teachers are to keep pace with a continuously changing curriculum, they will need to have opportunities to keep up-to-date in teaching methods and to enhance the effectiveness of their teaching. At present, there is an overwhelming demand made on teachers to work in their classrooms teaching their particular subject or grade in isolation from others and there are too few opportunities for new kinds of professional development.

Stages of the Curriculum

Primary Level Education (Kindergarten, Grades 1, 2 and 3)

As an entity, the primary school can be conceptualized as a curriculum unit responsible for developing fundamental curriculum concepts, values, and skills. Children are introduced to formal education through kindergarten, a mandatory half-day educational program provided by all schools offering the primary program. Kindergarten provides an essential complement to the child's experiences at home and in the community.

Although the Department of Education subscribes to a philosophy of a child-centred, activity-based primary education, it nevertheless organizes and defines the primary curriculum beyond Kindergarten in a subject-oriented manner. As a result children are grouped in a graded, "lock-step" approach for curriculum delivery which appears to be inconsistent with the intended curriculum prescribed by the Department of Education. Thus, in the classroom, there are considerable differences between what is prescribed and what is actually taught, and many teachers feel inhibited from attempting an interdisciplinary or integrated delivery of the curriculum.

There are convincing arguments to move to a non-graded approach at this level. Such an arrangement facilitates a commitment to continuous progress; it is a model which can be useful when providing the appropriate atmosphere for social and emotional growth; cross-age tutoring becomes easier to structure; it is a more natural way for children to live and work together co-operatively; children can progress at their own rate, and the question of promoting or failing a child is no longer an issue.

A non-graded approach follows naturally from other developments that have been shaping primary schools in recent years. A lock-step grade approach and a concern for a multiplicity of subject courses with prescribed content is seen as a regressive step by many educators and non-educators alike. The idea of a curriculum based on school years is inconsistent, for instance, with the approach to reading, writing, listening, and speaking known as "whole language" pedagogy. In fact, the Department of Education has adopted many practices and principles appropriate to a non-graded system, yet has retained lock-step grades and curriculum guides for discrete subjects.

Removal of grade barriers in the primary level will not in itself solve the problem of children not being adequately prepared to cope with the elementary curriculum but it will allow teachers – and parents – to focus more specifically on the individual needs of the children and ensure they have a solid foundation on which to build. Under a non-graded system, students who learn too slowly to enable them to cover the prescribed material in four years will be given more time to do so, but students would not simply *repeat* whole grades. A non-graded setting also makes it possible to employ more flexible means of providing extra help so that students can graduate to elementary level with their peers, while avoiding the stigma associated with repeating a grade. What is important is that the children have whatever resources they need to meet the established learning objectives by the end of primary school.

Students without adequate skills, however, especially in the essential areas of reading and mathematics, should not be promoted. It is virtually certain that students who proceed beyond Grade three lacking a good foundation in reading, writing and mathematics will begin to fall behind until the instruction they receive is so mismatched to their achievement level that school becomes meaningless. The primary years may thus be the key to success in all other years, and must be given resources sufficient for their crucial role. Although it is valuable to focus attention on achievement and retention at the higher levels, the Commission is convinced that placing greater emphasis on acquiring a good foundation for learning in the primary years will provide for greater success within all levels.

Many efforts are being made at the junior high and senior high levels to prevent drop-outs, and there is also tremendous investment in post secondary institutions in upgrading. But many of these efforts are necessary to compensate for problems which have their origins in the early years of schooling. If there were more effective early childhood education, many of the problems we must now confront would not exist: it makes better sense to expend more effort on preventing problems than on solving them.

The Commission therefore recommends

Recommendation 104 that, whereas there appears to be a conflict between its philosophy of a child-centred, activity-based approach and the practice of organizing curriculum in a subject-oriented manner, the Department of Education should review and clarify its philosophy and practices concerning primary education. Part of that review should include an investigation of the merits and feasibility of organizing the primary level on a non-graded basis.

Recommendation 105 that School Councils, in collaboration with social workers and public health nurses, provide the parents of young children with information and resources on the importance of reading to them.

Recommendation 106 that school boards work co-operatively with School Councils to hold workshops for parents of pre-schoolers to promote school readiness.

Recommendation 107 that a learning-readiness profile of each child be compiled at school entry to assist with suitable programming and to facilitate appropriate comparisons at the end of the primary level.

Recommendation 108 that kindergarten children be provided a full day of schooling.

Recommendation 109 that a minimum of 50 percent of the instruction at the primary level be spent in the general areas of language, mathematics and science, and that these times be carefully monitored and enforced by schools and school boards.

Recommendation 110 that school boards consider the employment of an instructional specialist for the primary level.

The changes which have occurred in curriculum delivery in primary classrooms in the last decade have posed a challenge for all teachers. As the curriculum changes, they have to adjust to new resources in specific curriculum areas as well as to new instructional strategies, but some teachers who have taught single grades for most of their careers have not had enough training to prepare them for meeting such challenges.

The Commission therefore recommends

Recommendation 111 that on-going professional development opportunities be provided for teachers of primary children to help them keep abreast of new teaching strategies, and new curriculum developments in delivering curriculum in primary classrooms and in meeting the challenges of an evolving curriculum.

Elementary Level Education (Grades 4, 5 and 6)

As children progress to the elementary level, the curriculum expands from a child-centred approach to an approach in which courses are more discrete, content begins to assume greater importance, and different teaching practices and strategies are required. Elementary school children have wide interests, are eager for information, and enjoy learning. It is at this stage that they acquire a strong foundation in basic school subjects and begin their initiation into the world of adult reasoning, concepts, communication, and symbolism; they start to master tasks requiring purpose and endeavour.

Although teaching strategies may be different at this level, elementary teachers must be acquainted with resource-based learning and should build on the child's primary experience. Elementary school children need a broad curriculum to satisfy their wide interests, and their eagerness for information and acquiring new skills, although the emphasis of the curriculum must still be on building a strong foundation in literacy and numeracy skills. The concepts, values and skills of programs in mathematics, science, social studies, language, music, art, physical education, French, health, family life, and religious education are within the grasp of most children of nine, ten, and eleven years of age.

The elementary school must provide a stimulating and challenging environment for students. Processes and procedures must be used in the classroom that make it possible for children to develop new interests and to discover new uses for what they know. Effective ways of grouping children for instruction, independent work activities, resource-based teaching, unit study, learning centres and a general approach to learning that emphasizes the child as a thinking, doing, and feeling learner are essential to elementary education.

The Commission therefore recommends

Recommendation 112 that the Department of Education and school boards review the elementary curriculum to facilitate the transitions from primary school to elementary school and from elementary school to junior high school, and examine the appropriateness of curriculum content and teaching strategies for this age group.

Recommendation 113 that in-service institutes be arranged to assist teachers with the methodologies and curriculum developments appropriate for elementary level teaching.

Recommendation 114 that all curriculum components and activities be structured in a way which provides opportunities to reinforce and enhance learning in the areas of language, mathematics and science.

Recommendation 115 that, at the elementary level, a minimum of 50 percent of the instructional time be spent in the general areas of language, mathematics and science, and that these times be carefully monitored and enforced by schools and school boards.

Recommendation 116 that school boards consider the employment of an instructional specialist for the elementary level.

Junior High Level Education (Grades 7, 8 and 9)

The transition from the elementary to the junior high level is one of the most difficult for many students, and many submissions to the Commission referred to personal, social and behavioural problems associated with the junior high school period. Although many problems surface at the junior high level, many have their roots in the primary and elementary schools, especially when a student has fallen too far behind to be able to cope with the curriculum. It was suggested to the Commission that many problems which appear in this age group could be addressed by a heavier concentration on academic material in earlier grades, detecting problems early, and providing effective remedial services which would involve parents wherever possible.

This does not imply, however, that there is no need for responsive programs for early adolescents. Students in this age group need the security and support of caring adults, a more flexible and responsive form of supervision, and access to strong guidance and direction as they move toward being more independent of adult supervision. Indeed, in 1986 the Department of Education set up a committee to clarify the nature and role of the junior high school program and to study the educational needs of students of junior high school age. The resulting report highlighted the importance of considering the developmental characteristics of adolescents in educational planning.

The same report also stressed the need to provide a wide range of educational experiences which would help students select courses when they reached high school. While that report has not been formally adopted, many of the program recommendations have been implemented: curriculum modules for guidance, adolescence and sexuality, art, music, and home economics have been developed, and time allocations for some subjects and a home-room concept have been endorsed by districts and the department.

However, while opportunities to take optional courses are desirable, at the junior high level the emphasis must continue to be on language, mathematics and science. One of the goals at this level is to prepare students for success in senior high school, and the Commission believes this can best be achieved by increased attention to these core areas, as well as by recognizing the developmental characteristics of adolescents, and by encouraging students to explore personal interests and new categories of knowledge and skills.

In light of recent changes to the graduation requirements for the senior high level, the Commission also believes that a review of the junior high curriculum is required. This review should be approached with a view to determining what students should be learning to prepare themselves for courses at the senior high level.

The Commission therefore recommends

Recommendation 117 that the Department of Education develop a junior high school level curriculum guide. The curriculum guide should include, among other things, (1) a clear set of learning expectations for junior high learners based on the Aims of Education and current learning theory, (2) the values, knowledge and skills students should acquire during the junior high years, (3) the mandatory curriculum components.

Recommendation 118 that school boards define junior high policies in a manner which gives priority to a curriculum which is appropriate and responsive to the academic and intellectual interests of young adolescents.

Recommendation 119 that a core curriculum be identified that is based on the developmental needs of young adolescents and provides continuity with the curriculum of the elementary and senior high years.

Recommendation 120 that school boards give consideration to the employment of an instructional specialist for junior high school level education.

All levels require appropriately trained teachers, but at the junior high level the special developmental needs of young adolescents suggest this is particularly crucial.

The Commission therefore recommends

Recommendation 121 that the Faculty of Education of Memorial University undertake a review of its pre-service education programs to address the needs of those who wish to teach at the junior high level.

Recommendation 122 that the Professional Development Centre arrange for appropriate in-service education for junior high school teachers and administrators. The focus should be on new approaches to understanding early adolescent development, learning ways to implement promising new methods for junior high school teaching, and exploring the use of mentoring programs and other community resources to help students improve their opportunities for success.

Recommendation 123 that school boards, in their hiring practices at this level, give preference to those who have undertaken programs and/or in-service training appropriate to junior high teaching.

Senior High Level Education (Grades 10, 11 and 12 or Levels 1, 2, 3 and 4)

In response to shortcomings within the high school curriculum, the entire senior high school program was redesigned and reorganized in 1981, and a third year was added to the high school program which used to end upon the completion of Grade 11. The revised program was characterized by a broad scope of curriculum offerings, including a wider choice of non-academic courses so that students with varying abilities could choose courses in which they might succeed. While it is widely acknowledged that many students who would have dropped out of a more difficult program stayed in school, this increase in student retention has occurred at the expense of a rigorous and solid academic program.

Since reorganization, there have been calls for a thorough review of that program. Many such appeals have come in submissions to this Commission. Criticism brought to the attention of the Commission included the following:

1. The content of the academic program was not increased, but merely re-distributed over a three-year period instead of two.
2. There are few incentives for excellence, such as early exit with credentials for early entrance to university, official recognition for participation in more rigorous options, or credit for independent studies which go beyond the high school curriculum.
3. High school courses do not adequately prepare students, even those who take the most difficult offerings, to succeed in post-secondary institutions.
4. The breadth of the program places an intolerable strain on smaller high schools.
5. Because of the program breadth, the curriculum is crowded. Students' schedules are filled with too many one-credit courses and non-academic options in addition to academic core courses. As a result, students have difficulty focusing on what is most important.
6. Not enough class periods are mandated for academic courses. More opportunity is needed for students to pursue their studies in greater depth.

A number of these concerns have been addressed in changes to the graduation requirements. These recent changes should result in significant improvements in the core programs, recognize the link between education and business, reflect the significance of mathematics and science to a technological age, and make greater provision for students with special learning needs and those with exceptional talents and abilities. Yet, many students may still elect an easy route to graduation; taking the required subjects during their first two years and less rigorous courses during their final year. The result is that many students are not intellectually challenged during this year and have considerable free time. The students who plan to pursue post-secondary opportunities can ill afford an easing off during this critical stage. This may change with the introduction of more challenging 4000 level courses and the opportunity to write Advanced Placement Examinations.

On the other hand, the curriculum should also offer students who are not able to succeed in a traditional academic program, reasonable choices and opportunities to pursue their studies to the limit of their abilities.

The difference in programming between rural and urban high schools is quite pronounced. For example, it may be difficult to offer 4000 level courses and co-operative education in many rural areas of the province. Nevertheless, parents and students in rural areas expect as much from the education system as those in urban centres. The Commission believes that the full range of implications of the prescribed program must be fully understood and addressed in order to maximize opportunities for all students.

Although a thorough evaluation of the high school program is beyond the scope of this Commission and in light of continuing criticism of so many aspects of the senior high program, the Commission believes a thorough examination of the senior high program is warranted.

The Commission therefore recommends

Recommendation 124 that the Department of Education in consultation with school boards and post-secondary institutions, evaluate all aspects of the senior high program with a view to ensuring that program goals are clearly defined, courses are logically sequenced, and the program is rigorous and challenging in all years.

Recommendation 125 that, while some choice in course selection is beneficial, students be guided toward a program which is as academic and rigorous as they are capable of handling.

The Commission also heard many concerns raised about the implications of an aging teacher workforce. It was suggested that there is an urgent need for many teachers to update skills and acquire new ones, particularly in the areas of methodology, evaluation, problem solving, content and process. At the same time, many new and challenging developments are taking place in the schools, such as the recent developments in co-operative education, computer technology, individualized programs and local course development. The Commission believes the problem of keeping teachers current with such developments can only be resolved through extensive professional development.

The Commission therefore recommends

Recommendation 126 that the Professional Development Centre, in co-operation with school boards, develop programs to address the professional development needs of senior high school teachers and the system.

Because of the complex range of needs and options confronting students, including new graduation requirements, the provision of high school guidance services has never been more critical. Guidance is a vital ingredient of the school curriculum. It provides the knowledge, experiences and personal assistance that students will need to make informed educational and career choices. Successful guidance programs enable students to gain an awareness and understanding of themselves as well as their relationships with others. The Commission believes that the current practice of allocating Guidance Counsellors at a ratio of 1:1,000 is inadequate.

The Commission therefore recommends

Recommendation 127 that, in light of the increasing needs of students, the current method of allocating guidance personnel be reviewed.

Native Curriculum

The lack of relevance and the lack of flexibility in the present school curriculum is often cited as a factor which contributes to the poor performance and attitudes of native children. Despite the relatively small native population of this province, there exists within this population a diversity of occupations, lifestyles and culture, no less than that which exists in other parts of the province. However, many children who attend schools in small and remote communities around the province experience the frustration of unfamiliar concepts in unfamiliar contexts found in textbooks that originate in Toronto or some large American city. And this unfamiliarity is even greater for many native students. In many cases, the content is utterly unrelated to their way of life, the situations and examples are incomprehensible, and the subject matter is not attractive. In many cases, the teachers are equally unfamiliar with the local culture and, hence, any attempt to establish a relevant context or connection is difficult or impossible.

Despite the establishment of curriculum centres in both Labrador school boards, the development of local curriculum materials is slow. Both the Labrador Roman Catholic School Board and the Labrador East Integrated School Board have made efforts to address the curriculum issue. Those boards have hired teachers who are employed full-time in curriculum centres and, in both boards, there has been a marked increase in curriculum materials which are available in native languages and which deal with native cultures and lifestyles. Whereas there is evidence that the effort is resulting in benefits to the native children, it is, however, a slow process. In addition, the curriculum centres in both Labrador boards have placed a great deal of their resources on translation of existing material and school texts and generally the production of the materials is not as technically advanced as non-native materials which are commercially available. There has been some development of local materials, but it has not been sufficient to reflect, in a substantive way, the values and lifestyles of those who live in native communities. Furthermore, the development that is taking place has not addressed the learning styles which may be unique to native cultures. It may be that the learning styles of the Innu or Inuit are not compatible with the sequence of the content which appears, for example, in the mathematics and science texts which have been approved by the Department of Education. Learning styles and cultural characteristics need to be studied and the findings reflected in the school curriculum. Attention must be given to something more than the translation of textbooks.

The Commission therefore recommends

Recommendation 128 that a committee be established to study the relevance of the learning styles of the Innu and Inuit children in Labrador for the purpose of facilitating effective local curriculum development.

Recommendation 129 that the Labrador School Board immediately establish a Native Curriculum Committee comprising native parents, native teachers and curriculum specialists with a mandate to co-ordinate educational activities, and that the Department of Education provide the necessary resources to facilitate this process.

Distance Education and Technology

A large proportion of the province's population received their formal education in small and rural schools. While many people who have attended such schools have fond memories of their school days, it is recognized by virtually everyone that small schools have many limitations in the quality of education that they can provide.

Over the years, a number of programs have been implemented to help reduce these limitations. For example, a system of bursaries was introduced to enable children in small schools to move to larger centres to complete their education. There have been efforts to share services among neighbouring small schools and efforts to centralize schools through busing. Not insignificantly, parents have become increasingly dissatisfied with some of these approaches. It is now time to look for other solutions. One which has been tested and found effective is the use of "distance education". Distance education technology has the potential to allow the delivery of the same programs to all schools wherever they are.

The driving force behind distance education has been to provide improved educational opportunities to small isolated schools, so that the needs of learners can be met regardless of location. While distance education cannot address all the difficulties faced by small rural schools, it can be significant in improving their performance; and it has been suggested that without a significant commitment to distance education, the inequities will never be eliminated.

As long as resources were *hard* (eg. books, films, tapes, equipment, etc.) it was usually the case that large schools had more of them than small schools. Now, with much of this information in electronic form and with the cost of transmission being relatively low and independent of distance, students in remote and less-equipped schools can have access to much of the same information as other students.

The need for learning resources beyond the traditional blackboard and textbook is well documented and acknowledged. The question is therefore not whether resources are needed, but what resources should be committed, to whom, and to what extent. The Commission believes a commitment to such technology has the potential to significantly improve schools in the next decade and reduce disparities around the province. It is also likely that distance education technologies can be used to reduce some of the disparities between educational resources in this province and those available to other Canadian students. A well-articulated, well-developed, and well-managed distance education service can thus play a significant role in improving the educational opportunities of all students. Given its geographical and demographic situation, Newfoundland has no option but to plan for such development.

The Department of Education has made significant strides in the area of distance education in recent years, but formal policies about on-going services, types of technologies, and needs and priorities have yet to be developed.

Communication systems used in distance education are of critical importance. Over time and across jurisdictions, a wide variety of communication devices and methodologies are used, including print materials, audio materials, telephones, radio, and television. However, no single medium is adequate for all instructional needs.

Educational communication systems include both physical media and telecommunications. The physical media are the forms in which information is physically stored, such as print, audio tape, video tape or computer software. Telecommunication is taken to mean the transmission of messages by electronic signals over some distance. Common forms of telecommunication include the telephone, radio, and television. Telecommunications usually take one or more of four forms: (1) voice; (2) data (primarily computer data); (3) image (still and moving pictures, diagrams, etc.); and (4) document (information originally contained on printed pages). Currently, most distance education programs utilize audio teleconferencing, and telewriters (a computer, modem, television monitor and graphics pad and facsimile machines.)

It is difficult for the Commission to recommend specific components when they are changing so rapidly, but the value of a communication system that allows concurrent interaction between teacher and student and among students in different areas is self-evident. It is in this area that changes are taking place most dramatically and may have had the most impact on the nature of distance education. Indeed, technology is changing so quickly that the risk of early obsolescence is considerable. Undoubtedly, the future will see more use of computers, compressed video, interactive television, as well as a host of unimagined technologies.

The introduction of such communication systems to schools has the potential to address a number of educational needs. The following areas show the greatest potential: (1) curriculum, (2) programs, (3) professional development and (4) community use.

One of the more significant developments in recent years has been the development of full credit courses for delivery to small secondary schools. In 1987, in response to the *Small Schools Report*,[1] the Department of Education introduced the first course (Advanced Mathematics 1201) offered by distance education. Subsequently, two other Mathematics courses have been developed and a Physics Course is being prepared. The courses have been delivered through audio-teleconferencing, a telewriter system and a fax machine. Technology permits many more experiences for students beyond full credit courses. Indeed, virtually all students could avail themselves of the services as time and resources permit.

It is helpful to consider technology as an extension of the *learning resources* available to a school. Currently, books, films, videos and other resources are made available to teachers and students at various levels depending on the type, size and revenues of the school. The Department of Education provides some types of resources, several school boards have resource centres, and increasingly school libraries and resource centres are being established. The introduction of computers and telecommunication systems, together or separately, are already providing new ways to improve educational experiences to schools.

The following are other ways that computers, alone or linked by telephone or other means, might be used in the school setting:

1. to access interactive communications networks linking students with distinguished teachers, artists and writers, political, religious and business figures, and experts in a variety of fields, such as science and technology, and with students in other schools;
2. to access electronic bulletin boards to establish speakers' bureaus where people with expertise on specific topics could be identified;
3. to access computer databases directly for a variety of educational purposes;
4. to access CD-ROM technology to provide local use of large computer databases, encyclopedias and traditional media in digital form;
5. to access diagnostic and remedial services for children by specialists in conjunction with on-site teachers;
6. to access career information and guidance services.

Professional Development. Applying such technologies as teleconferencing to professional development can involve many more teachers and principals, eliminate costly travel, and save time. Several other technologies can be used for professional development, including

1. interactive media, to provide various forms of in-service training, and to consult with specialists on matters affecting students;
2. electronic bulletin boards to allow teachers to keep in contact with colleagues and interest groups around the province and around the world.

Community Usage. A telecommunication system has many uses beyond formal education. The experiences of the Telemedicine Unit at Memorial University and the Telemedicine and Educational Technology and Resources Agency (TETRA) have shown that community groups can find many valuable uses for a teleconference system. Various institutions, government extension workers and others have many occasions when they could use such a system to reach groups of people without having to take the time and incur the expenses of travelling and arranging for meetings in person. (The telecommunication system would or should replace all such face-to-face meetings; however, it could reduce the need for many of them.)

New Technology. In making decisions about new technologies, a number of questions should be addressed to help guide the decision process, such as: Is it the best technology of those available? Will it address the problem? Is it user friendly? Is it cost-effective? Is it administratively simple? Is it dependable? Does it have the ability to grow with growing needs? Each of these questions must be addressed by a knowledgeable group of individuals who understand their implications and importance.

The Commission therefore recommends

Recommendation 130 that a Provincial Advisory Committee on Distance Education and Technology be established. The purpose of the committee should be to advise the Department of Education on appropriate policies, priorities and strategies to guide decisions relating to distance education and the introduction of new technologies. Membership on the committee should include educators, business leaders and others who are knowledgeable in the general fields of telecommunications, computer technology, and distance learning.

The Commission endorses the principles espoused in the Small Schools Study calling for the establishment of an independent school to deliver distance education programs. As with other curricula, the Commission sees a distinction between curriculum development and implementation. The Commission does not believe curriculum implementation to be part of the mandate of the Department of Education, but as the mandate of school boards. In this case, too, distance education curriculum can be more effectively delivered at the school level, with governance handled by the Department of Education.

The Commission therefore recommends

Recommendation 131 that a School of Distance Education and Technology be established to assume responsibility for the delivery of distance education courses and services, and the integration of new technology into the school system.

Recommendation 132 that the School of Distance Education and Technology seek to deliver full credit senior high school courses that meet provincial learning objectives.

While the impetus for experimentation with distance education in this province grew out of the need to provide educational opportunities for students in small rural schools, distance education opportunities should not be limited to small schools. Some large schools, too, for a variety of reasons, including low course enrolment, may not always be able to offer some courses. Therefore, while the priority of the system should be to serve the needs of small and rural schools, other schools should not be prevented from taking courses purely on the basis of size and location.

The Commission believes that when it comes to the introduction of new technologies, there should be no distinction made between schools. Although not all schools have the same needs and will not need the same components, each school should be provided with at least a basic system enabling it to participate in provincially sponsored activities.

The role of the Department of Education in the area of curriculum development for distance education courses should be the same as for other courses. The Commission also believes that the development of curriculum for distance education must be fully integrated with the department's regular curriculum development process.

The Commission therefore recommends

Recommendation 133 that the Department of Education develop strategies to ensure that every school is equipped with a basic and appropriate communications system capable of direct communication with the School of Distance Education and Technology (such as a computer system and a modem). The priority should be those schools offering high school courses, followed by junior high, elementary and primary schools respectively.

Recommendation 134 that the regular and distance education curriculum development processes be fully integrated with those related to the regular curriculum.

Recommendation 135 that the Department of Education monitor and evaluate the introduction of all new technologies, and distance education programs and services. The purpose of the evaluations should be to ensure that the intended learning objectives are met and that maximum benefits are achieved.

Many government agencies, business groups, post-secondary institutions and individuals have needs to access information flow to or from small communities and, within collaborative arrangements, care must be taken to ensure that one system addresses multiple needs. It seems advisable and economically prudent to share a common system for this purpose. The school is the logical institution in each community to provide such access and can thus fulfil its role as an educational institution for the whole community.

The Commission further recommends

Recommendation 136 that the Department of Education, in collaboration with other government departments, business groups and educational institutions, establish protocols to oversee the introduction of the new technology, and the use of the facilities, and to prevent expensive duplication of resources.

Note

1. F. Riggs, *Final Report: Small Schools Report*, St. John's, Department of Education, 1987.

15

The Use of Instructional Time

Time is one of the greatest resources available to the school system, but it must be used constructively if students are to gain the fullest benefit from the hours they spend in the classroom. Students and teachers must have enough time to do justice to the curriculum they have before them, so that all students have a realistic opportunity to achieve the goals that have been set and to attain a high level of excellence in their studies. In addition to having *enough* time, they must also spend it wisely - pursuing the right material in the best way and with the maximum opportunity to concentrate. Like any other resource, time in school must be used economically and effectively, especially considering the limited finances available to schools in this province.

Concerns about time were among those most frequently raised with the Commission, and participants criticized both the quantity and quality of the time spent in school. Specifically, the Commission was told that the school year is too short in this province and that there is too much time lost because of non-instructional activities and disruptions to teaching. In addition, questions were raised about the appropriateness of the home study assigned to students. Homework is an important extension of the school day and it, too, must be used effectively. This chapter examines these problems and recommends several measures that should be taken to overcome them.

The Instructional Year

A number of submissions to the Commission stated that the overall quality of education suffers because this province has a short school year - 190 days, compared to more than 200 in many European and Far Eastern countries, and 243 days in Japan. Within Canada the school year varies from a low of 190 days to a high of 200 days. Direct comparisons with other countries are, nevertheless, difficult to make because of the different ways that instruction is defined. As a case in point, of the 243 days in the Japanese school year, 210 are prescribed by the Ministry of Education and the balance are determined by local school boards for items such as field trips and in-service training for teachers. The prescribed school year in Canadian provinces represents the total length, including non-teaching days. While there have been few studies which compare directly the effects of differing school years, there is a large body of research on the importance of instructional time, and research has indicated a moderate but persuasive positive relationship between time spent on instruction and student achievement.[1]

The length of the school year in this province is currently 190 days, comprising 185 teaching days, three paid holidays and two non-teaching days for administrative use. The length of the school day, as prescribed in Section 55 of the *Schools Act*, varies according to grade level:

Kindergarten	2.5 hours
Grades 1-3	4.0 hours
Grades 4-12	5.0 hours

While this section of the Act prescribes the length of the school day, *instruction* is not defined in the legislation, so that what actually goes on in the school during the allocated time frequently differs significantly from what was intended. Nor does the Act address the kind and scope of activities which contribute to the instructional process nor the amount of time which *should* be given to these activities.

Several local studies have concluded that a considerable amount of instructional time is lost each year to social and school events which do not contribute to academic goals of schooling. Fushell found, in a survey of high school science and mathematics teachers, that an average of 47 days was spent on non-instructional activities.[2] This figure considered lost time due to examinations, school closures and workshops, and did not include other time lost to classroom management, subject changes, disruptive behaviour or preparation for graduation. In a presentation to district superintendents, Mackey estimated the number of days lost throughout the school year for a typical graduating class to be an average of 55 days per student.[3] The reasons for this loss included in-service programs for teachers, bad weather, absenteeism, school and classroom management and special events. Hodder and Boak concluded that a total of 56.7 days was lost during the school year.[4] The estimates reached in all three studies were startlingly similar. Indeed, the Commission discovered, through its focus groups and interviews with superintendents, principals and teachers, that these estimates are, in all likelihood, conservative. This means that of the 185 days in the school year, perhaps fewer than 120 or 130 are actually spent on instruction.

While many non-academic activities are legitimate school experiences, there are no regulations governing the extent to which they may encroach on academic time, and in recent years there has been a noticeable increase in these activities, with a consequent reduction in the number of hours available for instruction. The Commission agrees that some of these activities are important to students but, to ensure the integrity of the instructional year, they should be offered outside school time.

In addition, the Commission was told that a great deal of teaching time immediately preceding holidays (such as Christmas, Easter and long weekends) and special events (such as graduation and exams) is lost as well. For too many students, there is a belief that these are legitimate "down-times" endorsed by the school. This perception is false and every effort must be directed toward changing this attitude.

Approaches to the issue of lost instructional time have been varied. The most prevalent responses have been to increase the length of the school year or the school day. In the United States, *A Nation at Risk* (1983), called for a longer school day and longer school year in addition to more effective use of the school day.[5] Goodlad suggested that a minimum number of hours in the school week be assigned specifically for instructional purposes. He further suggested that teachers and schools explore different uses of time, such as establishing specific blocks of time for certain subjects, or integrating courses where objectives overlap.[6] Locally, Crocker recommended increasing the length of the school year by 10 days.[7] In any case, it is critical that school authorities clearly define what exercises are acceptable academic activities and monitor the use of time within the school system. In addition, it is necessary for teachers to monitor carefully the discrepancy between the intended and realized time for subjects they are teaching.

The Commission believes that the issue of time is crucial to improving student performance and central to the quest for the best and most efficient use of school resources. School principals and teachers must become more conscious about effective use of time in school and more accountable for how class time is utilized.

The Commission therefore recommends

Recommendation 136	that the Department of Education, in co-operation with school boards and the Newfoundland Teachers' Association, clearly define the instructional day.
Recommendation 137	that the length of the school year be set at 200 days and that not fewer than 185 days be mandated as instructional.

Recommendation 138 that the 15 non-instructional days be designated in the following way:

1. three days for designated holidays and two days for administration,
2. five days for in-service activities for teachers,
3. five days for extra-curricular school activities, such as school spirit week and major field trips.

Recommendation 139 that the Department of Education and school boards implement immediately a comprehensive plan to monitor over a three-year period (a) the use of instructional time and (b) the relationship between time and student achievement, and that the results of these findings be used to determine the necessity of further changes to the amount of instructional time required.

Recommendation 140 that the Faculty of Education of Memorial University and the Professional Development Centre initiate a joint project to focus on effective school-classroom management strategies to maximize the use of instructional time.

Barriers to Instruction

Disruptive Behaviour

Additional time and effort are expended when students lack purpose and commitment to their studies. This frequently results in inappropriate behaviour and absenteeism. Several factors, such as the economic climate, contribute to this situation. If there are few expectations of employment at the end of schooling, students may see few reasons for being committed to their studies. In addition, the broader curriculum during the last decade has had a very positive effect on reducing the number of dropouts. This in turn has meant that schools have had to deal with a broader spectrum of students with a wider variety of attitudes and behaviours and more variable levels of motivation.

The Commission believes that all children have both a right and a responsibility to participate fully in the educational opportunities available to them. However, this can only be done in a school setting which is conducive to learning. Schools need the proper support mechanisms to deal with the variety of problems confronting them, and teachers need the proper authority to establish and maintain order and to create a sound learning environment. Teachers have a responsibility to create supportive and interesting learning environments but should not have to tolerate disruptive children who jeopardize other students' learning opportunities.

Too frequently, now, the classroom is disrupted or constrained by students who are bored, who are not motivated to learn, or who have a disregard for schooling. While the attitudes of some students may have resulted from the school's failure to provide meaningful learning experiences, they are frequently the product of attitudes and values that the students bring with them to the school, such as social alienation, low academic motivation and resistance to authority.

Many of the basic values that underlie and motivate student behaviour are established before students come to school and become part of a classroom setting. In the past, it was the responsibility of parents to instill appropriate values and teach acceptable behaviour, such as respect for the rights of others. As family structure, lifestyles and society have changed, teachers have found that disciplinary practices of reprimands and sanctions fail to work.

In the past, respect for authority was a powerful influence in schools, although it was often maintained by the use of corporal punishment. While such authority sometimes led to abuse, schools have not yet found appropriate means of replacing corporal punishment, even though society still wants students who are decent, respectful and obedient. Schools - and society in general - are thus confronted with the dilemma of how best to maintain appropriate behaviour, how to establish the necessary measure of authority, and just what constitutes appropriate discipline. Nevertheless, means must be found to address the needs of students who cannot or will not conform to normal classroom order.

The Commission therefore recommends

Recommendation 141 that school administrators be charged with the responsibility of ensuring that disruptions to learning time are kept to a minimum.

Recommendation 142 that schools be empowered to refuse access to students who regularly disrupt the learning environment.

Recommendation 143 that the Department of Education make provision for school boards to explore the establishment of *alternative classroom settings* for students who have difficulty maintaining acceptable behaviour in the regular school settings, that those settings would be oriented to preparing students for re-entry to the regular classroom and, that these settings meet all basic curricular assessment requirements.

Student Absenteeism

Another related problem for many schools, and a major contributor to low achievement, is absenteeism. The designated length of the school day and the school year are only significant if students are there. At any one time, however, as many as 30 percent of the students in some urban secondary schools are absent.

Even where absentee rates are not this high, all schools are likely to have at least some students who are absent so much that the continuity of their schooling is disrupted. Although students in this province are required by law to attend school up to the age of 16 years, too many schools fail to see that the law is enforced. Nor should schools tackle this problem alone: parents, the students and society at large must also accept responsibility. If society deems it important to require the attendance of all students, it must accept some responsibility for ensuring they get there and, once there, that they comply with the rules of the school and respect the rights of others.

The Commission therefore recommends

Recommendation 144 that school boards work with School Councils to seek ways and means to reduce absenteeism.

Recommendation 145 that the Department of Education and school boards monitor absenteeism to identify schools with chronic absenteeism and take corrective action to address this problem.

Nowhere is the relationship between sporadic school attendance and learning problems more apparent than in native communities. There are times in the school year when attendance in some native schools is less than half of the total enrolment. This is caused mainly by parental activities, such as following the inland caribou migration, which require the child or the whole family to be away from the communities for extended periods. It seems unnecessary and inappropriate that the school year in those communities correspond with the school year in other communities where there are quite different lifestyles.

The Commission therefore recommends

Recommendation 146 that the school year for students who attend schools in native communities be operated on a semester system to accommodate the lifestyles and cultures of those communities.

Home Study

It is also necessary for schools to focus more carefully on the issue of study after regular school hours. Research has indicated that the assignment and grading of work done at home contributes significantly to academic achievement.[8]

The amount of time spent on homework has been found to contribute as much to achievement in some subjects as the time allocated during regular school hours. Although there are aspects of homework assignments which require careful consideration - such as the amount of homework assigned, restrictions placed on students' lives outside of the school, and the inability of certain students to work at home or to receive assistance there - ways and means must be found for students to study outside regular school hours. The Commission believes assistance in this area presents a further important role for the School Council.

The Commission therefore recommends

Recommendation 147 that School Councils, with the assistance of school boards, (a) monitor the scope and extent of homework assignments, and (b) discover ways and means of providing opportunities for all children to study and undertake school work after regular school hours.

Summary

In addressing the issue of too little instructional time, the Commission considered several approaches: tightening the school schedule to ensure a more effective use of the time already allotted; dealing with disruptions to class time and absenteeism; mandating a specific number of days exclusively for teaching; and increasing the number of days in the school year. All these approaches warrant careful attention but priority should be given to focusing on the more effective use of the time already allocated for instruction. This should have priority since it is educationally sound and the most cost effective means of increasing instructional time. School boards should make every effort to minimize the impact of time lost to examinations. In addition, however, given the growing demands on the education system and the global competition that the present generation must face, the Commission has concluded that the school year must be increased as well and that this, too, warrants immediate action.

Notes

1. See, for example: J.B. Carroll,"A Model of School Learning", *Teachers' College Record*, 63, 1963; B. Bloom, "Time and Learning", *American Psychologist*, 29, 1976; C. Denham, and A Lieberman, *California Commission for Teacher Preparation and Licensing*, National Institute of Education, 1980; and H. Walberg and W. Frederick, "Instructional Time and Learning", in H. Mitzel (Ed.) *Encyclopedia of Educational Research*, Vol. 2, 1982.

2. M. Fushell, *High School Mathematics and Science: A Survey of Teachers*, a background report to the Task Force on Mathematics and Science Education, 1989.

3. E. Mackey, Estimate of the factors contributing to a reduction of engaged learning time for a sample graduating class, unpublished, 1990.

4. D. Hodder and T. Boak, "The Use of School Time: Academic Learning - Fifty-One Per Cent of the Entire School Year", in A. Sigh and I. Baksh (Ed.), *Dimensions of Newfoundland Society and Education*, Vol. II, 1991.

5. National Commission on Excellence in Education, *A Nation at Risk: The Imperative for Educational Reform*, 1983.

6. J. Goodlad, *A Place Called School, Prospects for the Future*, 1984.

7. R. Crocker, *Towards an Achieving Society*, final report of the Task Force on Mathematics and Science Education, 1989.

8. See, for example, Walberg, 1984; and Thomas, 1985.

16

Equal Access, Equal Opportunities

In its Terms of Reference, the Commission was asked to "consider the matter of accessibility for those groups and individuals who may not now be adequately served". Under this term of its mandate, the Commission considered two distinct groups who, for different reasons, are not adequately served. The first consists of those who are excluded from the governance of the education system, and the second consists of students who for social, economic or educational reasons, have needs that may not be addressed adequately by the education system.

To determine which groups and individuals are not adequately served by the present education system, the Commission relied on information contained in the numerous briefs submitted to the Commission, and on interviews and focus group discussions. The issues addressed in this section therefore are not intended to be exhaustive.

As a society we must ensure that we take whatever measures are necessary to provide equal access to education for all people as is guaranteed by law. The Aims of Public Education for Newfoundland and Labrador also make clear the principle that all children should have an equal opportunity to learn to the maximum of their potential. By law, all children, regardless of need or ability, are required to attend school.

As a consequence, within the education system there is an environment of diverse needs which pose equally diverse challenges. This diversity increases the likelihood that for some children significant disparities may develop between what they need and what they can obtain from the system, and, as a result, some learners are not as well served as others.

As a society, it is necessary to realize that certain minimum conditions must be met if the educational goals set by that society are to be realized. Many of the conditions which affect education, however, are external to the education system itself and, as such, imply an interdependency between education and all government departments and societal agencies providing services for children and youth. This interdependency needs to be examined to ensure that all children and youth have a chance to succeed. What is required is a support system for learning that will ensure that the necessary opportunities exist.

Society, Education and Expectations

Significant changes within society during the past few decades have resulted in an increase in the number of students with complex needs who are in the school system. These changes include de-institutionalizing children with mental and physical disabilities, advances in medical science and a corresponding increase in the survival rate of children with complex needs, legislative and policy changes guaranteeing full access, and increased advocacy for particular groups. In the last several decades significant changes have also taken place in families. The once-typical nuclear family headed by two parents, one of whom stayed at home, is no longer the most common family type. Many families are headed by one parent, and in many others both parents work outside the home. Many families also experience serious problems caused by substance abuse, poverty or harmful personal relationships.

These changes, combined with a variety of other social and economic factors, have created a highly complex school environment. Exceptional children and those at a disadvantage because of social and economic difficulties enjoy the same right of access to education as other children, but barriers still exist which prevent them from having the same opportunity for success.

As a society, we expect that school will meet the personal and other needs of children along with their academic needs. However, this fairly recent assumption that schools must provide services previously supplied by other societal agencies and by the family is providing a major challenge for the education system. School personnel have neither the training, time, nor resources to deliver these services with any kind of quality. There is also a danger that if schools attempt to provide all these services, all the students may be adversely affected. In other words, to expect the education system to satisfy all the social and developmental needs of its students is to change - if not to undermine - its primary mandate and jeopardize overall academic achievement. On the other hand, if the social and developmental needs are not addressed in some other way, the school will also be prevented from achieving its educational goals.

While schools do have a crucial role to play in all areas which affect learning, that role needs clarification. The 1988 Royal Commission on Education in British Columbia stated:

> When a child is troubled or underfed, or if a child cannot benefit from schooling because of learning or other disabilities, it is the teacher, the other students, and the school who must live with these difficulties. The child, or the child's problem, will not simply disappear if untreated. So it is, therefore, in the interest of educators to deal with such problems … .

The report added that it is appropriate and efficient for the school to become the base for service delivery:

> … because the school organization, with its captive population, offers society its most systematic point of contact with youngsters, the school represents an ideal and efficient organizational structure by which to deliver a variety of health and other social services to young people. For that reason, there is an organizational imperative behind the school's expansion into the social domain.[1]

Recent policy changes in this province have also created an expectation that all students will be placed in regular classrooms. This includes students who are experiencing social and economic difficulties, who have mild to severe physical or mental disabilities, who are emotionally disturbed, who have behaviour disorders, who experience difficulty learning, as well as those who are not challenged by the educational program. The range of support services to schools, however, has not kept pace with these changes or expectations.

Social and Economic Barriers to Achievement

The Commission considers the effect of social and economic problems on educational opportunities a matter of serious concern. All individuals have basic needs, and the degree to which these needs are or are not met may affect their ability to interact successfully with their families, communities, schools and workplaces. Children also have basic needs which must be met if they are to have a genuine opportunity to succeed in school. If children are distracted by hunger, distressed because of abuse, emotionally torn between two parents who cannot get along together, they will be unable to profit from instruction, and failure will be the result.

For socially and economically disadvantaged children this failure begins early. Lack of pre-school stimulation results in their being ill prepared for school.

Poor attendance because of inadequate clothing, insufficient food or irregular transportation results in a loss of instructional time, which in turn prevents these children from keeping up with their classmates. Once students see themselves as failures it is more difficult to change that attitude, even if their personal circumstances change. In most cases failure to succeed in school can be traced back to early years in school. The difference in reading and related school achievement between children of high- and low-income families, for example, becomes even greater in elementary than it is in the primary level. For such children, these problems often become part of a cycle, presenting ever more impenetrable barriers to individual development and social well-being.

If we are serious about achieving excellence in our schools, the conditions necessary for success must be met. If they are not, we will not have an equitable, responsive education system, but rather a continued high dropout rate contributing to unemployment, welfare dependency and increased demands on service agencies.

Poverty

Children, families, communities and the education system are adversely affected by one of society's most perplexing problems – poverty. Statistics show that the poverty rate among children in Canada is high and growing. The child poverty rate for this province is the highest in the country. Almost 27 percent of families are poor; 73 percent of these are headed by a single female.[2]

The children of low income families are especially vulnerable to academic failure. Other factors compound the obstacles already in place for poor children. Poor nutrition contributes to poor health, which diminishes ability to learn and results in loss of instructional time, and many parents are unable to help children become ready for school because of their own illiteracy or low educational attainment. Such conditions result in environments which are not conducive to learning.

The term *disadvantaged* is often applied to families of low socio-economic status and the concept of a *cycle of disadvantage* is used to describe a continuing way of life where the disadvantages of one generation prevent the next from succeeding and escaping to a better way of living. Poverty in childhood often leads to failure in schools, to social and economic failure, and to continuing poverty in adulthood. The personal, financial and moral costs of a poor education are thus cumulative and may be unremitting.

When poor children come to school, they encounter all the middle-class biases of the education system. In many cases, lack of pre-school stimulation has resulted in a low level of preparedness for school and thus they face threats to their self-esteem and lower expectations for success – from themselves and from others. Thus, in spite of having equal *access* to educational programs, the *opportunity* to achieve success is diminished for many poor children. School, like life itself, becomes a major uphill struggle. The risks of dropping out, becoming pregnant, or having behaviour difficulties are greater than the norm.

Means must be found to equalize opportunities and make achievement possible. However, while schools have a crucial role to play in all areas that affect human learning, they cannot provide children with the resources to overcome all of the disadvantages they have on entering school. Schools must be sensitive, responsive environments for children, but the schools' ability to achieve the goal of providing equal opportunity for all students will depend to a large measure on how well the broader community addresses the social, economic and developmental needs of all children. No child should be condemned to a permanent marginal status in society because of social and economic circumstances beyond their control.

Child Hunger

One of the chief and most devastating consequences of poverty is hunger, and the Commission was told repeatedly that many children in this province go to school hungry. When children are not adequately fed they miss valuable instructional time, fail to keep up with school work, and are very likely to drop out of school early. Whatever the cause of the hunger, it will affect children's health and educational achievement in the short term, and their economic security for a lifetime. While hunger is a concomitant of many social problems, the school's concern must be the relation of hunger to educational achievement.

Many of the basic expenses of a poor family are fixed or cannot be significantly reduced: if the rent is not paid the family is evicted, or if the electricity bill is not paid service is discontinued. The food budget remains somewhat more flexible and this is where costs are too frequently cut. A report prepared by three local health and social work associations[3] calculated that a family of four on social assistance would have to spend 82 percent of its allocation to pay for the minimum amount of food recommended by Canada's Food Guide. Low income, whether because of being dependent on social services, or the result of having a low-paying job, or of being a single parent with high child-care costs, will thus almost inevitably be associated with poor nutrition and inadequate amounts of food for the family. These conclusions are amply supported by evidence from field research. A report prepared for a provincial committee representing the Departments of Health, Social Services and Education estimated that at least 2,000 children in 491 schools are regularly going to school hungry and calculated that if the figure is correct that one in four children is living in poverty, up to 32,527 students could be affected by hunger.[4]

Local research has demonstrated that hunger has a pronounced effect on school attendance, which is directly linked with low school achievement: children are often kept home if there is not enough food to send with them for lunch. The evaluation of one local lunch program showed that the attendance rate increased by 48 percent for children whose meals were fully subsidized. Although not a panacea for poverty-related issues, school lunch and breakfast programs do have a proven, positive effect on the learning opportunities of children.

There are several other significant factors related to child hunger that should also be borne in mind:

- *Hunger is not the fault of the child.* Children are dependent on their parents or guardians to feed them adequately. Hungry children may come from a family in which the parents try their very best to provide for them, or they may come from a family in which the parents are irresponsible. The child, however, is not to blame.
- *Child hunger is a hidden problem.* Very young children will tell a teacher they are hungry, but as children get older they become more aware of the stigma attached to being poor.
- *Dealing with child hunger is not the sole responsibility of educators, but it is teachers who must deal with its effects.* It is in the interest of school personnel that children's basic needs be met but it is also in society's interest.
- *Child hunger can be dealt with most efficiently through the school.* All children are required to attend, and they are in the school building for a major portion of their day.
- *Programs in which it is known who is given free food will not succeed.* Except for very young children, the stigma attached to being perceived to be poor is at least as painful as the hunger itself.

Effective models need to be developed and the cheapest means found to feed hungry children in schools but the delivery mechanisms *must maintain the anonymity of those being served*. Funding mechanisms should also seek to lessen the dependence on government for program funding. Suggestions to the Commission have included targeting a portion of social services expenditures for lunch programs, levying a surcharge on some types of food and beverage sales, exploring the possibility of having school lunch program staff operate catering services to decrease the overhead costs of providing the school meals, asking service clubs and community groups to contribute a percentage of their donations to school food programs, and asking community and churches to allow use of their cooking facilities to prepare school lunches. In addition, training programs for food-service workers could use school food programs for field placements. Universal programs which offer meals appealing enough to attract both paying and non-paying customers have the advantage of providing a built-in subsidy, as those who can afford to pay can be charged slightly more than the actual cost of the meal to help support those who cannot.

The Commission therefore recommends

Recommendation 148 that the Provincial Government convene a planning group, with representation from businesses, community organizations, churches and government departments, to address the issue of child hunger, specifically (a) to investigate potential models for dealing with the issue of child hunger, (b) to explore the feasibility of developing a Provincial School Nutrition Fund, (c) to establish links among all groups concerned about the issue, and (d) to determine the most appropriate ways of assisting those who wish to implement school food programs.

Child Abuse

Abuse of children is a reality that crosses all social and economic boundaries. There has been a tremendous increase in reported cases of child physical, emotional and sexual abuse over the past five years. Sexual abuse, in particular, has received much discussion and media coverage. At some time during their lives, about half of all females and a third of all males will be victims of one or more unwanted sexual acts. Approximately one in four assailants is a family member or a person in a position of trust; about half are friends or acquaintances; and about one in six is a stranger.[5] Thus, of the sexual assaults committed against children the identities of a majority of the assailants were known, and, therefore, the main need of sexually abused children is for adequate protection from persons whom they already know and probably trust.

In this province, between 1986 and 1990, the number of cases of child abuse reported in this province rose from 399 to 2,269. Most of this abuse was reported to have occurred within families. When their homes are not safe places, children will frequently turn to a trusted teacher to disclose the pain they are suffering. Some boards are making great efforts to create supportive environments for those children in their schools by ensuring that the needs of the child in crisis are reflected in their policies. The child who is making a disclosure of abuse - that is, telling someone else that the abuse has taken place – needs support, reassurance, empathy and understanding. Much of the literature on child abuse suggests that the long process of healing begins at the moment of disclosure, so teachers need guidance in how to respond, in order to spare the child further trauma.

Some school board policies remind teachers that their responsibility to report this information to the Department of Social Services or the Police is not discharged by delegating the responsibility to someone else, and stress that the report should be made immediately. This is important because the swift response reassures the child, protects the child's safety and gets the investigation started as soon as possible. If this procedure is not followed, instead of securing a safe haven, the disclosure may in fact place the child in heightened danger. The child (or someone else who has knowledge of the disclosure) may even tell the abuser first, who is then free to take action against the child before child-protection workers are aware of the situation. This could place the child in grave danger.

Policies which instruct the teacher to refer the matter to educational authorities also place the teacher in a very stressful situation because after hearing the disclosure and passing on the information, the teacher has no assurance that any protective action is being taken. Some board policies recognize that the teacher has an important role to play and the policies encourage their teachers to ensure that appropriate action has been initiated.

Despite the need for informing the proper authorities and agencies, it is also important that confidentiality be protected. Several boards recognize this and have put guidelines in place with detailed instructions on how to ensure privacy. Children have this right and must be assured that their privacy is respected. Many policies also remind teachers that it is their responsibility to increase their awareness and knowledge of the nature and identification of child abuse. A few require that the principal review the policy with staff annually. Some have instituted prevention programs.

Disclosure is a critical issue. Inconsistencies in policies and practices and the lack of a co-ordinated approach to disclosure may do a disservice to the child and be harmful. Above all else, a child who is being abused and decides to tell someone must be given the reassurance, empathy and understanding that can only come when the child knows exactly what to expect next. Because school personnel are often the ones chosen to hear the disclosure they need clear guidelines and training to deal appropriately with it. To this end, guidelines for schools need to be co-ordinated with the guidelines of other child-service agencies.

As important as it is to uncover and stop child abuse, it is even more crucial to prevent it from happening. It is the responsibility of all members of society to see that children are protected by helping create a non-abusive environment in homes, communities and schools. The development of sound, well-co-ordinated prevention programs is the best way to break the cycle of abuse and help children grow into well-adjusted adults. All children's service agencies, including schools, need a universal policy and well-articulated protocols if prevention programs are to be successful. In schools, prevention programs need to be sequential, age-appropriate, and co-ordinated with other prevention measures within society as a whole.

The responsibility for dealing with child abuse thus does not belong to any one agency or professional discipline, but a co-ordinated approach is essential to the protection of children. Teachers in schools need to have an opportunity to learn about the issue of child abuse - how to respond to a child who discloses abuse to them and how to implement prevention programs - in a co-ordinated fashion with other people who provide child-protection services.

The Commission therefore recommends

Recommendation 149 that, to provide guidance to school boards, the Department of Education with the co-operation of the Department of Social Services and appropriate community agencies, develop guidelines for a universal policy for dealing with disclosures of child abuse within the school setting.

Recommendation 150 that the Department of Education review child abuse prevention programs in consultation with other government departments and agencies and determine intervention initiatives appropriate to the school setting.

School Dropouts

Dropping out of school is not only a barrier to the employment and productivity of the individual, but creates social dependency and perpetuates the cycle of disadvantage. Solving the problem is difficult because it has so many causes and so many facets. Research shows that early school leaving can be traced back to the initial years of schooling, and supports the view that early intervention initiatives are critical to tackling the problem. However, it is inappropriate to view it solely as an educational issue. Although there are many school-related factors that come into play, there are also many environmental components at work.

In recent years, significant efforts have been made to increase student retention rates. In 1989, the Department of Education published a comprehensive document on dropout prevention which addresses a broad range of contributing factors related to early school leaving and proposes measures to address them at the government, school district and school levels. These measures are having some success, but dropping out of school still remains a significant problem for the province.

It is also not enough simply to tackle the problem of dropouts. As retention rates increase it is also necessary to address the quality of that retention. It is not productive to expend extraordinary efforts to retain students in school if extraordinary efforts are not also taken to ensure that the needs of those who choose to stay in school are appropriately met. Many who stay in school still feel alienated from the educational process and often present severe problems for other students and school personnel. In essence, it can be said that they have stayed in school but dropped out of the educational process, sometimes with the added effect of detracting from the educational opportunities of others.

Over the past five years significant federal funding has been directed towards retaining students in school and many initiatives have paid good dividends. Their general thrusts have used such measures as guidelines, awareness programs, in-service education and local district retention committees. Specific thrusts have included peer tutoring and peer counselling.

For young people who have already dropped out of school the future is, indeed, bleak. Later, if they want to continue their education they will usually face additional social and economic barriers, as well as finding few opportunities to do so. At present, attempts to address the needs of young people who have left school and wish to obtain a higher level of education are not co-ordinated and have few resources. However, the province cannot afford to leave these problems unresolved, and appropriate remedial and alternative courses of action need to be pursued to help these young people. Schools need to become more flexible in facilitating dropping back in, and to develop alternative means for offering high school courses.

As is the case in many problem areas, the combination of fragmentation and duplication of service seriously reduces the likelihood that a dropout or potential dropout will be well served. It was suggested to the Commission that a youth-centred model be developed which would encourage the collaboration of agencies and services which now exist to serve the needs of young people, including social assistance, custody, child care, youth corrections, education, probation, the business community, community groups, employment services, and the court system.

The Commission therefore recommends

Recommendation 151 that the Department of Education establish a policy to provide direction for all provincial, school board and local initiatives in student retention. Such policy should be aimed at mobilizing federal, provincial and community levels of support.

Recommendation 152 that the Department of Education ensure that appropriate guidance and career counselling services are provided at all levels of the school system.

Recommendation 153 that the Department of Education and school boards facilitate the development of means to render high schools more receptive to students who wish to return to school.

Teenage Pregnancy

The rate of live births to teenagers in this province is the second highest in the country and 70 percent higher than in Canada as a whole. While the trend is decreasing, the problem is still serious. Most teenage pregnancy is the result of a set of interrelated factors including poverty, low self-esteem, academic failure, a feeling that academic study is irrelevant, a sense of hopelessness and lack of career goals. For some pregnant teenagers pregnancy may even appear as a *solution* to a host of immediate personal problems, a means of gaining economic independence or escaping from an intolerable home situation. The problem is important to education since teenagers who become pregnant have a high risk of dropping out of school. In a study of dropouts in this province, it was found that more than 16 percent indicated pregnancy as the reason.[6] This figure may be even higher since it is possible that those who gave personal and health reasons for dropping out may also have been pregnant.

Because most unmarried teenage mothers in this province choose to keep their babies, child care is a further impediment in the pursuit of educational programs after giving birth. In response to this need, the Conception Bay South Integrated School Board developed a Teen Parent Support Program, which provides day care service in the school. Flexible scheduling allows mothers to visit their babies during the day, and other students have an opportunity to learn about the rigorous demands of parenthood as part of a family living course. Although still a new program, the students who have taken advantage of this program have all been successful in completing high school and continuing on to post-secondary studies.

Teenage pregnancy is also important to consider in relation to the quality of life for the babies born to teenage mothers. Their children are more at risk of school failure because, generally speaking, teenage mothers are less able to provide children with basic necessities or with enriching early childhood development experiences. The physical and educational needs of pregnant and parenting teenagers are difficult to meet, but failing to meet them will lead to a high incidence of personal and societal problems, including repeated pregnancies. While the departments of Education and Social Services have provided guidelines and services to address some of these issues, keeping pregnant teenagers and teenage parents in school is also a significant problem.

While accurate information may be important, traditional sex education is not enough. Research has repeatedly shown little correlation between participation in a unit on sex education and level of sexual activity. In other words, sex education may increase students' knowledge, but it rarely changes their behaviour. In addition, teenagers need to understand why being a parent is inappropriate so early in their lives. They need to be encouraged to establish career goals and to appreciate the value of educational attainment and employment skills. For those who do become pregnant, it is important that schools become more willing to seek ways to help them overcome the obstacles to remaining in school and that social and community agencies ensure that teenage mothers are provided with the other support they require to continue their education.

The Commission therefore recommends

Recommendation 154 that the Departments of Education, Social Services and Health (a) review current programs which support pregnant teenagers and teenage mothers, (b) establish a set of guidelines and strategies for prevention programs, and (c) develop a co-ordinated approach to service delivery.

Recommendation 155 that schools and school boards explore ways and means to become more responsive to the educational needs of pregnant teenagers and teenage parents.

Gender Equity

Unhealthy attitudes in any institution of society deserve critical attention, but the education system bears a special responsibility to promote concepts of fairness because it is within the school system that many attitudes, beliefs and habits are acquired. What is learned in the schools will significantly affect coming generations as well as the present generation. Public attitudes have changed significantly in the past several years, and much of this change is reflected in government legislation and policy which attempt to ensure fair treatment of all members of society. However, to move from the level of policy to meaningful change is difficult when different personal attitudes are deeply held. Nowhere is the gap between policy and practice more evident than in the area of gender equity, which also exemplifies the problem of attempting to remedy injustice solely within the education system when the problem is rooted in a wider societal problem. There remain lingering attitudes about gender differences which are unhealthy, intolerant and stereotypical. Without deliberate intervention and positive action strategies, future generations of women will continue to experience an environment which does not offer equal opportunity.

It is appropriate for the education system to address this issue for at least two reasons: first, the education system should be fair to students and teachers, regardless of their gender; and second, the education system by its nature is an effective vehicle for meaningful change. What children learn as they go through school not only provides them with information to use in their present and future lives, but also provides them with their personal and social history and sets the stage for decisions about their own future and for the society they will shape.

Efforts must continue to ensure that curriculum materials are free of gender bias and stereotyping, that appropriate in-service education is provided for teachers, that unbiased career counselling is available to every student and issues of employment equity and child care receive appropriate attention to ensure that all children are given the confidence to realize their potential, unhindered by limited social expectations.

Social inequities also affect those who work in the education system. In this province even though 54.2 percent of teachers are women, only 19.1 percent of administrators are women. Further, only 27.9 percent of program co-ordinators and 6.5 percent of assistant superintendents are women, and there is no female district superintendent.

The Commission therefore recommends

Recommendation 156 that the Department of Education continue its efforts towards gender equity and build on current policy and knowledge.

Recommendation 157 that the Department of Education and school boards ensure that schools enable students to make healthy choices and informed, responsible decisions, particularly as they relate to relationships and careers.

Recommendation 158 that the Department of Education and school boards take steps to ensure that the school environment reflects an equitable position for females and males in society, fosters respect for others and a sense of fundamental justice and fair play.

Children of Divorce

Divorce is a stressful and complex mental health problem facing ever increasing numbers of children today. Though it is difficult to calculate just how many children are affected by marital separation, sociologists have estimated that two out of every five children growing up in Canada and the United States will be directly affected by marital dissolution.[7] The divorce rate in Canada has increased in the past 25 years to the point that now more than 40 percent of marriages end in divorce. While the rate for this province (26 percent) is the lowest in Canada, it still represents a significant increase in recent years. As the social, economic and demographic situation within the province continues to change, there is every reason to believe that this rate will continue to climb.

Several submissions to the Commission from school personnel included "the problem of broken homes" as one which needs to be addressed because of the severe emotional effect marriage breakup has on most children. Because of this problem, more children than ever in this province are preoccupied with feelings of anger, rejection and uncertainty, and are left attempting to cope with school life the best way they can. The nature of a child's adjustment to divorce depends on the quality and amount of support that is available within and to the family during this difficult transition period. A child who is experiencing a drastic, and perhaps negative, change in his or her living conditions is very likely to feel tremendous stress, and this in turn is likely to affect that child's behaviour and performance at school. Additional stress may arise when children of divorced parents become members of a new family if the parent they are living with remarries. The school's response to the child's behaviour may place additional stress on the child, creating even more intense negative behaviour and a more troubled child. To avoid this, educators must understand that the negative behaviour is not a personal attack on the teacher or an indication of a "bad child". Rather it is an understandable response to the reality of the child's home experience.

School is a natural setting for attending to the needs of these children, particularly, of course, for addressing the educational problems caused and confounded by home stress. But school may support these children in other ways, too, because schools provide them a ready-made peer group and a familiar context. The school is the major realm of activity for the school-aged child, "a second home" and a logical place to turn for support and stability; and since all children come to school, the school and the people there can provide a familiar setting and reassurance of continuity even when the child is experiencing disruptions at home.

The Commission therefore recommends

Recommendation 159 that parents be encouraged to inform school authorities when separation and divorce are occurring, so that schools and teachers may be aware, supportive and responsive to students' needs, and understanding of their behaviour.

Recommendation 160 that schools be encouraged to co-operate with community agencies which are able to help these children.

Conclusions

The consequences of the problems which originate outside the academic domain reverberate through every aspect of a child's school career. It is argued on the one hand that because schools shape the society of the future they should eliminate the causes which are at the root of school failure. On the other hand, others argue that schools have a strictly academic mandate and should leave social problems to families and social agencies. It is between these extreme positions that the role of the school needs to be defined. Most people already agree that all children have a right to a quality education. Many agree that this will not be possible unless social and economic problems are identified and acknowledged as barriers to success and unless sincere efforts are made to dismantle these barriers.

Schools offer society its most systematic point of contact with children and can facilitate the delivery of a wide variety of services to young people. However, the comprehensive support services required by disadvantaged children and their families, and by some other children in crisis, are well beyond what the school can provide. Increasingly, the Commission was told, schools are being "asked to do too much", and that the problems children bring to school with them cannot possibly be solved by school personnel. Teachers in particular have said that it is becoming more and more difficult to cope with both the increasing demands of the curriculum and society's expectations that schools will somehow be able to correct problems which originate beyond the classroom door.

While it is recognized that current initiatives are valuable and serve to meet some specific needs in the province, most are not co-ordinated. The Commission believes that a "departmentalized" approach to programming and servicing is a major barrier to addressing the needs of socially and economically disadvantaged children. A significant step forward would be to focus on the needs of children who are not succeeding, and develop *co-ordinated* programs to address these needs and thus to maximize the programs' effect on the education system.

At present, a student who may have numerous learning, behavioural and social problems will have each problem dealt with by many specialists who each diagnose, prescribe and implement treatment in isolation from all the others. In many areas of this province, specialist services, especially in the fields of sexual abuse, learning disabilities and behavioural problems, are rare if they exist at all, and lack of co-ordination further dilutes what is eventually delivered to an individual student. What is required is a more comprehensive model of services for the overall well-being of children within their families, their communities and their schools.

School is where the children are, but teachers and school principals do not have the time, training, or resources to be social workers, counsellors, and health workers. *Schools need to become a* ***base*** *for the provision of services to address the needs of children*, and school personnel - teachers, guidance counsellors, and administrators - need to be involved in the development of appropriate programs, but they must not be responsible for providing those programs. Instead, children need co-ordinated services delivered by a team of people representing numerous specialized professional areas.

Interventions on a variety of levels in a co-ordinated way and through active community outreach will result in a more integrated approach to supporting children and their families. It is also crucial to mobilize all government departments providing services to children and families if the underlying causes of children's problems are to be addressed and the efforts of the school system augmented. The failure of government health, social services, and justice departments, and community agencies to address the needs of the socially and economically disadvantaged students will render the efforts of educators ineffective. An undereducated population represents a huge waste of resources, one which can be prevented, and one which our province can ill afford.

The moral character of a society can be measured by the way it cares for its least-advantaged and least-powerful members and those in leadership positions have a tremendous responsibility for improving current approaches. Society must take seriously the task of giving each child, regardless of social and economic circumstance, the opportunity to succeed.

The Commission therefore recommends

Recommendation 161 that each school board establish a Student Services Committee, with representation from those in the health, social services and guidance fields, to address the non-academic needs of students, specifically (a) to identify the scope of non-academic needs, (b) to communicate these needs to the Government (c) to identify available local resources, and (d) to propose appropriate means to address identified needs.

Children with Exceptional Learning Needs

The previous discussion focused on children who come to school with difficulties caused by social and economic factors. There are also children who, for a variety of other reasons, experience difficulty with the learning process, and who, in the literature on the subject, are frequently designated as "students with exceptionalities". These students include

- children with visual, hearing or orthopaedic impairments (to varying degrees of severity),
- children with mental handicaps (mild, moderate, severe and multiple),
- children with exceptionally high abilities to learn (gifted, talented, or with elevated potential),

- children with behaviour disorders and who are emotionally disturbed (withdrawn, overly aggressive or abusive),
- children with speech and language disorders (language impairment, articulation, fluency),
- children with specialized health care needs (medically fragile, technology dependent).

In addition, schools retain responsibility for other learners who are confined to home and hospital for medical reasons, and some who are confined to secure and open custody institutions as young offenders. When this range of diversity is put within the context of the social and economic factors discussed previously, it is not difficult to understand why today's schools are highly complex environments where the needs of some students may not be addressed adequately.

Although the needs of these students are diverse in nature, and problems vary greatly in their severity, schools must be effective for *all* students. The Division of Student Support Services within the Department of Education is responsible for ensuring that the needs of all students deemed to be "exceptional" are met. However, the diversity of the clientele creates a higher risk that some of these students may not be well served by the education system. While it is right that educators enunciate high expectations, they must be moderated by the level of service the province is able to provide.

While the field of special education has grown enormously and now serves more children with special needs than ever before, the education system generally has had to bear the increasing responsibility - not only for academic needs but for psychological, physical, social and medical needs as well - without appropriate resources or preparation. Most classroom teachers have not had appropriate experience dealing with exceptional children but are now being relied upon to implement program plans for children who were once the exclusive responsibility of specialists. In addition, the closure of two institutional facilities for special-needs children and the designation of the Children's Rehabilitation Centre as an out-patient facility, has resulted in increased numbers of students with severe physical and mental handicaps being served in the day-school setting. The decrease in the length of stay in acute-care facilities also means that students return to school earlier and may require medical interventions in the school. These changes coupled with a philosophy that all children will be placed in regular classrooms if at all possible has changed the face of practically every classroom in the province during the past ten years.

The cumulative effect of all of these changes has created what might appear to be a cumbersome system that parallels so-called "regular" education. However, the education system must accept responsibility for educating all students to the limit of their capabilities, and if these exceptionalities are not recognized, acknowledged and addressed, the risk of leaving a large group of students unserved is very high. The field of special education therefore requires careful exercise of leadership and a commitment that an appropriate learning support system is in place for all students.

One major area of concern in special education is the inadequate co-ordination among the agencies, personnel and departments who are involved in assessment, diagnosis, evaluation and program planning for students who have special needs, and the resulting fragmentation of service delivery. In many special-needs areas, professionals outside the education field are involved in program planning for students who are also receiving special programs through the school.

Other issues put forward in submissions and reports to the Commission related to the delivery of special education programs, such as the following concerns:

- *that there is a conflict between the best interests of the special-needs students and those of other students in the integrated setting.* The concern is highest about the integration of students who have behaviourial disorders. Children with behaviourial problems are difficult to serve because of inadequate personnel and other resources. These students pose particular difficulties for a school, as integrating them into a regular class without support can seriously interfere with the learning environment of other students;
- *that, up to now, there have been no graduation requirements or certificates citing achievement levels for students enrolled in special education programs.* There are thus few incentives for special-needs students to stay in school, though attempts have been made to address this issue within the newly proposed Graduation Requirements to be implemented September 1992, by recognizing a modified course route as a viable means to graduation. Although this is an improvement, at the Senior High School level special-needs students require a more meaningful program co-ordinated with post-secondary offerings and work programs in the community;
- *that in sparsely populated areas, children of "low incidence populations" do not have access to specialist services.* With only a few special-needs students in a school or school district it has not always been possible to allocate a special education teacher to serve them;
- *that inequitable funding affects both rural and urban school districts for different reasons.* In rural districts there are fewer students requiring differential programming, but they are thinly spread and difficult to serve with specialist expertise. In addition, rural boards do not receive the same grants for severely disabled students as do the two St. John's boards which operate developmental units for them. Inequities also work

to the disadvantage of urban boards because staffing allocation formulas provide fewer teachers to large boards than to rural boards for "non-categorical" special-needs students. Students are more easily served in urban areas, but there are more of them. It has been suggested that the formula based on the student-to-school ratio is inappropriate because special needs are independent of the number of schools in a board and because it is arbitrary in its determination of category boundaries. To illustrate the problem, if two boards consolidated, and combined schools where appropriate, there would be a significant *loss* of special education teachers although there would be no reduction in the number of special-needs students to be served;

- *that within the staffing formula, even in the highest category, only 7.5 teachers (over the regular classroom teacher allocation) are provided for every 1,000 students.* These teachers must serve the whole range of learning difficulties, excluding the severely disabled;
- *that special education policy changes have not been supported by appropriate design and layout of schools and classrooms.* Space for medical personnel and other professionals to accommodate exceptional students is seldom provided;
- *that accessibility to schools for physically disabled students is still a problem in many areas.* This problem was cited in several briefs to the Commission;
- *that the pre-service education of classroom teachers does not adequately recognize or prepare them for their role in teaching children with exceptionalities.* Classroom teachers have an important role to play in identifying and referring children with special needs. This is particularly problematic for children whose problems are not obvious. Unless classroom teachers are sufficiently aware of the symptoms of learning disorders and are able to identify problems early in a child's schooling, appropriate remedial action cannot be taken. Classroom teachers, as well as specialists such as physical education and music teachers, need to know how to implement the program plans of integrated special-needs students, even if some of these students are given support through student assistants and special education specialists. Unless prospective classroom teachers have taken additional courses they are ill-prepared to identify exceptional students, instruct them or work with support personnel in the classroom. School principals, too, must have some degree of knowledge about educating special-needs students since they must be informed about any of the educational programs operating in their schools. For special-needs students, particularly those who are served by several teachers and other professionals, the principal's role

is crucial if an appropriate, co-ordinated, student-centred program is to be delivered efficiently;

- *that stronger communication links need to be developed between parents, medical and psychological professionals, and school personnel.* Parents need to know their children's academic needs, what services the school can provide and which may be desirable but are unavailable. School personnel need to know of evaluations conducted by other professionals and to be kept informed regularly of services being provided outside the school (and vice versa), so that all personnel can capitalize on the others' efforts for the greater benefit of the students.

Although there are still many areas of concern about the implementation of services to students who require them, many positive achievements have occurred with the introduction of the 1987 Special Education Policy. Many more children are being served through special education than when most were placed in segregated classes, and there are many who now follow the regular curriculum, with some modification in specific cases. However, the fact remains that to accept the principle that all children have the right to an education which will enable them to participate fully in society, at least as much as their abilities permit, is to recognize that the means must be found to make this possible.

This discussion has focused on the many problems which currently exist in the area of special education. Problems of resourcing, teacher preparation, integration of special needs students into regular classrooms and co-ordination of specialist services apply to the whole area of special education and are in need of attention.

In addition to these general problems, there are a number of particular categories of special-needs students whose needs in particular have not been adequately met by existing policy and practice. The needs of the following groups of children were cited in the submissions to the Commission as those requiring examination: those who have specific learning disabilities, autism, behavioural disorders, or who are emotionally disturbed, speakers of English as a second language, those confined to hospital and home, as well as those who have an exceptionally high ability to learn. These categories will be discussed in the following section.

Children with Learning Disabilities

A learning disability has been defined by the U.S. *Education of All Handicapped Children Act* as: "... those children who have a disorder in one or more of the basic psychological processes involved in understanding or in using language, spoken or written, which disorder may manifest itself in imperfect ability to listen, think, speak, read, write, spell, or do mathematical calculations.

These disorders include such conditions as perceptual handicaps, brain injury, minimal brain dysfunction, dyslexia, and developmental aphasia". Such a term does not include children who have learning problems which are primarily the result of visual, hearing, or motor handicaps, of mental retardation, of emotional disturbance, or environmental, cultural, or economic disadvantage.

Quite often these students show a high discrepancy between oral ability and reading and writing or mathematical skills. Usually these students are thought to be lazy and unco-operative by those who are not aware of their specific problems. Accumulated school failure caused by the inability to acquire basic skills at an appropriate stage, combined with a general misunderstanding and unresponsiveness on the part of the system, leaves many otherwise capable students unequipped for productive futures.

Research is still tentative in this field, and specialists are still unsure about the exact nature of the problem. The accumulated experience of parents and special education teachers, however, does offer suggestions for effective strategies, and understanding of the disability is steadily increasing. Nevertheless, the number of people who understand the many intricacies of learning disabilities is few, and the number who understand how it fits into the overall context of education is fewer still.

One thing that is known is that children do not grow out of learning disabilities. If reasons for poor mathematics, reading and writing difficulties are misunderstood, any misinformed placement or other intervention carries a serious possibility of actually doing a disservice to these children. This poses problems for the student, the classroom teacher and parents. Very often parents do not know the cause of their children's poor school performance, so that the teacher's role may be critical. If the classroom teacher does not recognize the symptoms of learning disabilities, steps cannot be taken to see that the problem is addressed and school failure will likely be the result. Specialist teachers will not have cause to address the problem unless the classroom teacher brings it to their attention.

At present children with learning disabilities are served within the Department of Education's Special Education Policy. Within the parameters of this policy, however, children with learning disabilities are sometimes misdiagnosed, labelled as "slow learners", and thus subjected to inappropriate teaching strategies. Inappropriate programming will continue to compound the problems learning-disabled students experience.

The Commission therefore recommends

Recommendation 162 that the needs of students with learning disabilities be addressed with appropriate measures. New initiatives should consider the following: (a) early assessment of individual needs and identification of specific support services and intervention strategies, (b) appropriate teacher education and professional development activities for teachers and school administrators, (c) the best of current research and practice in the field, (d) a range of placement alternatives from the least restrictive to the most restrictive, and (e) the type and level of resources required to address each child's needs.

The key problem which must be addressed if these students are to be served is that of teacher awareness and teacher qualification. Unless teachers understand the problem, reinforce students' self-esteem and know how to employ appropriate, effective teaching strategies, programs and placements, success for children with learning disabilities will continue to be elusive.

Perhaps the greatest potential for improvement lies in extending support to parents of learning-disabled children. Early detection, referral and program planning are crucial if parents are to be engaged in assisting the school in remedying the learning difficulty. They need to know how to support the school's instructional plan, and to be informed of the school's efforts to deal with their child's problems.

Because students with learning disabilities can often benefit from a more tightly structured learning environment than is found in most schools, the Commission believes the merits of establishing a segregated school or a segregated class within a school should be explored.

The Commission therefore recommends

Recommendation 163 that the Department of Education and school boards take steps to ensure appropriate placement for children with learning disabilities, based on the students' needs, with the following options: (a) an Individual Program Plan with appropriate support within the regular classroom, (b) a more structured environment outside the regular classroom, but within the school, (c) a school, or part of a school, set up within a district where numbers warrant, designated for learning disabilities, and (d) a more focused effort in a residential setting for those who require it.

Children with Autism

Autism is a severely-handicapping lifelong disability which usually manifests itself in the first 30 months of life. Autism is usually characterized by severe communication and language difficulties, an inability to relate to other people or form social relationships, unusual and problematic behaviour, and responding oddly to sound and sight. Incoming stimuli are unable to be processed properly and cognitive functions are therefore not activated. Autistic children may appear to be insensitive to pain, may have difficulty mixing with other children, may exhibit marked physical over-activity or extreme passivity, and may act as it they are deaf. Autistic children differ from each other in the severity of the handicap and do not necessarily display all the symptoms. Programming for such children must be distinct from that provided for developmentally delayed children or children with other dysfunctions.

Although there is provision for teaching units for autistic children under present special education policy, the Commission addressed this area for two reasons. Firstly, there is a limit to the ability of the present special education policy to adequately address the needs of these students, and secondly, parents and groups representing children with autism presented a number of concerns to the Commission. These include:

- Most teachers trained at Memorial University have not been educationally prepared to teach children with autism nor to address adequately their special and distinct needs.
- Increased knowledge and awareness of autism in recent years has shown that special education with suitably trained teachers and other adult support can have a tremendous positive impact on the lives and abilities of autistic children and others with special needs. Without adult support, autistic children cannot function in and benefit from a full program of integration in regular classrooms.
- There is a need for a comprehensive program to guide autistic individuals toward the basic skills necessary to move into the adult world.
- A concern related to school programming is the need for special services, such as those of speech and language pathologists, educational psychologists, and occupational therapists. The concern expressed is that adequate resources be available to *all* schools where there are autistic children.
- A concern was expressed that the extended summer break can become a period of regression for autistic persons if no other structured program is in place for them. Ontario recognizes the need for year-round programming for autistic children in the establishment of child-development centres throughout the province. It was felt that school districts, in collaboration with parents, should examine the feasibility of such an approach in this province.

The Commission therefore recommends

Recommendation 164 that the Department of Education take steps to ensure that adequate resources including personnel and programming are available to school boards which have autistic students.

Children with Behaviour Disorders and/or Who Are Emotionally Disturbed

Several submissions to the Commission highlighted the growing concern that more school-age children are demonstrating behaviour that is socially unacceptable and which creates difficulties for themselves, other students and for the schools. This concern is supported by conditions that prevail across the country which indicate more and more children show signs of behaviour disorders at earlier and earlier ages.

As is the case in other categories of exceptionality, it is sometimes difficult to determine which children actually suffer from these disorders. Within these disorders there is a great variability, ranging from social withdrawal to overt, abusive behaviour. It is clear, however, that children who have such disorders are not well served by the education system. It is also clear that, depending on the severity of behaviour disorder, it may also threaten the balance and harmony necessary to an effective learning environment for all the children. The placement of some children with behaviour disorders in a regular classroom environment thus increases the possibility that neither the needs of that individual nor of other students will be met, and that all will pay a price. In practice, some of these students do not appear to fit anywhere in the system because of persistent behaviour problems.

It is also easy to lose sight of students with behaviour disordered who are withdrawn and sit quietly in classrooms. Some of these students continue to perform well academically, but others experience failure. In either case, they are children in difficulty and need help. Until 1987, these students were categorized and provided with "teachers for the emotionally disturbed", and the role of educational therapist was developed for students with severe behavioural problems. Today, these therapists have to be assigned from either the school districts' special education allocation or basic teacher allocation. This has also led to an increase in the practice of combining the role of guidance counsellor with that of educational therapist.

The needs of children in this category tend to be dealt with in isolation and many professionals seem to treat the symptoms rather than the causes. The school system cannot deal with this problem on its own. Any resolution to the problem for the individuals, their classmates and their schools will require a strong collective commitment.

Children who Speak English as a Second Language

The needs of *English as a Second Language* (ESL) students have received public attention in recent years because of the large increase in the number of refugees, now over 200, primarily from Eastern European countries. Although only a small percentage of those who initially land in this province remain here, virtually all spend considerable time in this province. Children of these families must attend school, but they face an enormous language barrier impeding their ability to integrate into the school setting and succeed there. Although most of these students are in St. John's schools, one-fifth of them attend schools in other areas of the province. There is little or no advance warning that these students will be enroling, and boards must quickly move to employ teachers and work to integrate students into the school. Immigrant and refugee children usually need language training, academic upgrading and counselling services.

In addition, other students come to the province on student visas to attend school largely because of intense pressure in their own countries for places in top secondary schools and universities. Although many may have attended schools where English is a major medium of instruction, their proficiency in English may be insufficient to enable them to cope without some form of assistance. Although in this province these students attend school free of charge, most other provinces charge tuition fees to visa students.

There are several other problem areas which need to be addressed if barriers for these students are to be removed:

- Under present policy one ESL teacher can be responsible for up to 35 students in several different schools.
- Receiving teachers have no formal opportunity to learn appropriate and effective instructional strategies for these students, except through the ESL teacher.
- ESL students in rural settings are spread more thinly and may be too few in number to warrant an ESL teacher.
- ESL is an emerging area of need, and school administrators who should be in the position of being able to offer direction and support have little knowledge or experience.
- Specific programs have not been developed for ESL students.
- Immigrants and refugees are served through several agencies including the Association for New Canadians, the Department of Employment and Immigration, the Department of the Secretary of State and the provincial Department of Social Services. There is a need to co-ordinate the efforts of each agency to maximize benefits for the student.

- Efforts directed at ESL students would be enhanced if services were extended to the family and if these services, too, were co-ordinated.
- There is overlapping government jurisdiction for ESL students because the federal government has responsibility for immigration, but the provincial government has responsibility for education.
- Many months of each school year are wasted while the Department of Education processes applications for assisting ESL students, even though in many cases it is known in advance how many ESL students will be attending a particular school in the following year and what their level of English proficiency is.

The Commission believes that the federal government should provide financial help to school boards to provide language training and settlement services for refugee students, and that opportunities for co-operation among the federal government, provincial governments and school boards be explored.

The Commission therefore recommends

Recommendation 165	that the Provincial Government seek federal financial help to provide language training, learning resources for English second language students, literacy materials and multicultural learning resources as well as for settlement services.
Recommendation 166	that the Department of Education initiate a fee structure to charge visa students to attend school in this province.
Recommendation 167	that, in order to facilitate successful integration, peer coaching/teaching should become a part of the regular English second language program in high schools.

Children Confined to Home

The education of students who are confined to the home for medical reasons remains the responsibility of the school system in which they are registered. These students are at a high risk of falling behind in their school work.

Children who are confined to home for medical reasons receive limited services. The provincial home tutoring program provides a grant of up to $150 a month for individual home tutoring. Parents and schools indicate, however, that this amount is inadequate to meet students' educational needs. The current approach to providing educational services for students confined to home thus needs to be reviewed in terms of need and level of funding. Since the responsibility for delivery of educational services rests with school districts, consideration must also be given to moving away from current practice and providing school districts with guidelines and resources to ensure that students confined to home are not at a disadvantage and that their opportunities for success are not diminished. Instead, new and innovative ways need to be developed for home educational services. These could include peer home tutoring, volunteer community services, tutoring and the maximum use of available technology.

The Commission therefore recommends

Recommendation 168 that the Department of Education increase the amount allocated for tutoring of homebound and hospitalized students.

Children with Exceptionally High Abilities to Learn

The issue of students who go unchallenged by our education system was also raised with the Commission. As with all other types of exceptionality, there are problems with definition. The variations of individual differences among students who demonstrate a pronounced ability to learn also tend to make identification and assessment somewhat restrictive and arbitrary. In the past many of these children were described as *gifted*, but this term, too, is little more than an ill-defined label that stigmatizes students, as do most labels.

Always at issue when definitions are applied is "who is in and who is out". Selection of students based on any definition may result in many unchallenged students going unnoticed and receiving inappropriate programming. The notion of specialized educational programming commensurate with the nature and degree of exceptionality has merit in that it potentially broadens the process of selection to include those who demonstrate high achievement levels as well as those who have higher than average learning potential.

Whatever the designation, students in this group have an exceptional ability to learn and thus an exceptional need to be taught. This ability may be expressed intellectually, academically, creatively, artistically, socially or through advanced psychomotor skills. The development of this ability is influenced by the learning opportunities available and the willingness on the part of the student to take advantage of those opportunities.

Students who go unchallenged in our education system experience a serious mismatch between the learning opportunities provided and their abilities to learn. In most cases, this presents a difficulty for the individual, who is bored and sees learning in the school context as irrelevant and a waste of time. It may also result in lost opportunities to society when these children, like those who face learning difficulties, are not given the opportunity to achieve their full potential.

While some school boards have made serious attempts to address the needs of this group, and individual schools and teachers have done so as well, no unified provincial approach has emerged. The Department of Education has, however, recognized that this need exists both through the curriculum development process and within the context of its special education policy. For example, efforts are being made with advanced placement courses and a local course development policy which enables school boards to develop challenging programs for advanced achievement. These initiatives, however, are geared to senior high schools and do not address the needs of students with exceptional learning abilities at other levels of the school system.

Boards which have developed their own means of addressing the needs of these students have employed different models. In urban areas it is possible to offer programs by specialist teachers in segregated settings, whereas in sparsely populated areas means must be found to address the needs of exceptionally able learners in their regular schools or classrooms. Each has its advantages and disadvantages, and in a sense each serves as a pilot project. The Commission, however, feels that it would be worthwhile to consider the education of students with exceptional potential as an *integral* part of the education system so that all schools organize their overall support systems to identify the children's needs and so that appropriate service delivery options are provided as required.

The Commission supports the view that children with exceptional abilities to learn should be challenged to reach their learning potential in our school system. A set of principles for an effective learning support system needs to be articulated for learners with exceptional ability. Consideration should be given to the following:

- providing course and program components, including self-instructional modules integrated with the prescribed curriculum, at all levels of the school system to address the needs of those students who demonstrate outstanding achievement;
- assigning responsibility for program adaptation primarily to classroom teachers and providing them with consultative services, professional development opportunities on teaching learners with higher ability, and appropriate classroom resources;
- providing for maximum use of available technology; and
- providing recognition for participation and achievement in advanced courses or components at all levels of schooling.

The articulation of a set of principles and corresponding practices will help ensure that teachers are provided with the skills and resources necessary to work effectively with children who have exceptional potential. A set of principles based on the challenge of advanced achievement will also encourage many learners to strive for high achievement and will make academic excellence an integral part of every classroom.

The Commission therefore recommends

Recommendation 169 that the Department of Education initiate activity in the development of policy, curriculum materials, curriculum guides, and other resources required to assist teachers and administrators to meet the needs of high-achieving students and that provisions for exceptionally able learners become an integral part of the curriculum development process, and that the development of resources not preclude, where warranted, the provision of other services for exceptionally able learners, such as Individualized Program Plans, specialized classes and grade acceleration.

Recommendation 170 that, for the benefit of boards who seek direction in establishing suitable programs, the Department of Education compile and disseminate information on existing programs and services.

Conclusions

As stated previously, there is a danger in creating and maintaining a subculture in education where exceptionalities are viewed as being apart from the general thrust of education. The Commission feels it would be more productive to view all education as *special* and find ways to provide the type of learning supports needed by students with many diverse needs. Special education concepts and categories will not be helpful unless they are embedded in the context of the educational goals for the student individually, and the educational goals for all students, collectively. There is thus a need to see special education from a broad perspective.

The education of children with exceptionalities has changed tremendously over the years. In the 1950s and 1960s students were either segregated within schools or in residential and institutional settings. The 1970s ushered in the idea of "mainstreaming" children within regular classrooms for part of the school day, primarily for social purposes. The 1980s brought in an era of truly integrated programs and a more holistic approach to the integration of students with exceptionalities into the mainstream of education. In this decade the Department of Education took a leadership role and developed a provincial policy on special education along with various other documents and guidelines for the education system. The policy published in 1986 was seen to be progressive and provided guidelines for identification, assessment and program planning. The program planning process articulated the principle that the program for the child must be developed before decisions are made on placement and commitment of resources. Parents were seen as critical partners in this process.

Although often viewed as such, this is not a policy which mandates integration but one which advocates a continuum of service delivery options where the program determines the most favourable environment. The most important feature of the policy is intended to be the program planning process, a feature which must continue to be emphasized.

Under this policy, many more children are being served than were served through segregated special education classrooms and many children now follow the regular curriculum with modified instructional strategies. While these changes are viewed as positive, there are concerns arising from the gap between policy and practice. Some still maintain that students with exceptionalities are best served in segregated settings with specialized personnel provided to deliver educational services. Others say that students with exceptionalities are best served by placement in regular classrooms for all educational services regardless of level of need. The Department of Education holds to the view that the only specific context that should be considered for each child's placement is the programming goals set and a general consensus about where these goals can best be achieved.

Given the differing perspectives within society, the challenge for the 1990s will be to develop the concept of a learning support system that will enable all students to achieve success to the limits of their abilities. The Commission believes that it is most productive to think in terms of success for all learners, not as an option, but as a requirement, and that we must plan to provide a unified and integrated learning support system for those who have special, identified needs and make all learning an integral part of the education system. This system would address issues related to the curriculum (goals, content, instructional strategies, evaluation strategies, differentiation and modification); deployment and utilization of resources; relationships and communication with parents; and co-venturing with other professionals, community agencies and government departments to deliver specialized non-instructional support services within an educational context.

The Commission therefore recommends

Recommendation 171 that the effectiveness of different models of special education and of different components of these models (i.e. segregated special education classes, full integration, partial integration, use of student assistants, role of the special education specialist) be evaluated, considering the learning needs of both children with exceptionalities and others in the classroom and school.

Recommendation 172 that an impartial review of special education policy be undertaken with a view to examining (a) the appropriateness of existing policy in light of the requirements of special-needs students and others, (b) adequacy, allocation and utilization of resources, (c) the education of classroom and special education teachers, (d) the quality of junior and senior high school programs for special-needs students, (e) the role of student assistants, (f) classroom factors such as class size, layout and design, (g) the roles of guidance counsellors and educational therapists, (h) the ways teachers are supported to work with diverse needs within classrooms, (i) parental perspectives on the program planning process and how this correlates with the extent and quality of their involvement, and (j) the need for and effectiveness of alternative placements for students whose behaviour jeopardizes the learning of others in the classroom.

Recommendation 173 that the Department of Education establish a Provincial Advisory Committee on Learning Support Systems for Children with Exceptionalities to guide a process of refining policy and practice and to develop new approaches for the future.

The Commission appreciates that the juxtaposition of children with differing learning needs serves to create a formidable task even for the most experienced educator. The views presented to the Commission on how these diverse needs should be addressed are equally various and sometimes emotionally expressed. Because there appears to be little lay agreement on goals, new directions will have to rest primarily on professional consensus about what is relevant, realistic and manageable.

This consensus should be built on strong administrative leadership, as well as sound methods of identification, assessment and programming (considering curriculum design, modifications and strategies, use of technology, finances, teacher education and professional development), strong relationships with advocacy groups, and founded on inter-departmental and inter-agency co-operation. The issues are complex and any resolution will require a strong commitment to the ideal of providing equal opportunity for all the children within our society.

Notes

1. B. Sullivan, *A Legacy for Learners*, Royal Commission on Education in British Columbia, 1988, p. 71.

2. C. Ryerse, *Thursday's Child: Child Poverty in Canada*, National Youth in Care Network, Ottawa, 1990.

3. R. Levy, Newfoundland Dietetic Association; D. Kimberly, Newfoundland Association of Social Workers; and L. Stones, Newfoundland Public Health Association, *A Time for Change*, St. John's, 1989.

4. *School Lunch Program Project*, Report of the Working Committee, Departments of Health, Social Services, and Education, Government of Newfoundland and Labrador, May, 1991.

5. *Sexual Offenses Against Children in Canada: Summary of the Report of the Committee on Sexual Offenses Against Children and Youths*, Ottawa: Canadian Government Publishing Centre, 1984.

6. D. Sharpe, & W. Spain, *Youth Transition into the Labour Market, The Early School Leavers: Initial Survey*, Centre for Educational Research and Development, Memorial University of Newfoundland, 1990.

7. A.M. Amber, *Divorce in Canada*, Canadian Social Problems Series, Ontario, 1980.

17

Connecting Education

While there are many steps that schools can take to serve children better, they cannot do their job alone. Schools operate within the society that supports them and which is, in turn, dependent on the schools. There is a growing consensus that schools, families, communities, social agencies and the private sector must become stronger partners to help children succeed in school, and especially to assist those who have trouble achieving the desired standards.

Throughout this report, the Commission has underscored the need to address the requirements of *all* children, but many children require special attention. An over-reliance on the province's schools to address medical, social and judicial problems has resulted in confusion, frustration, classroom disruptions, burgeoning demands on teachers and lost instructional time. Because academic failure represents one of the most profound indices of future failure, and is also associated with an array of future social, economic and health risks, other agencies have a significant stake in the quality of education available. To remove some of these pressures from the schools and thereby to enhance the quality of education all children receive, there is a critical need for better co-ordination of physical and mental health services, social services, juvenile justice, and youth employment services, in addition to the changes required in the school system itself.

The Commission has identified several goals to help meet these needs. These are

1. to examine ways various programs and services can be designed or reoriented to prevent problems from developing,
2. to find ways that the education system can work with other government departments and youth-serving agencies to co-ordinate resources and serve children more effectively, and
3. to identify specific barriers which stand in the way of addressing the needs of all children.

To achieve these goals, the education system will need to draw upon resources and opportunities available *before* the child goes to school, those provided by an array of government and social agencies *during* the school years, and the continuing support and involvement of the community *after* school hours and beyond graduation.

Pre-school Children

The predominant focus of much of the planning, funding and service systems in the province is intervention, not prevention. All evidence indicates, however, that prevention is preferable - personally, educationally, socially and financially. What happens in children's lives before they begin Kindergarten profoundly affects the success they will achieve in school. Indeed, research has proven that the early childhood years represent the most critical period of human development. Appropriate interventions during this stage can ensure that children who are disadvantaged in some way or at risk of failure can be directed on a more successful course. Stimulating early childhood experiences enhance intellectual development, social skills development and a healthy self image.

Many children come to school already knowing how to read while others have never owned a book or had one read to them. It has been demonstrated that at school entry, children who live in rural areas of this province are significantly (one standard deviation) below urban children in vocabulary development - an essential element in the acquisition of reading skills. It is not reasonable to expect that the kindergarten curriculum will close this gap.

This kind of disparity is only one example of the many that exist among children and between the readiness of the child and the demands of the school. The school system must certainly continue to respond to the needs of each student, but to be truly effective - and efficient - it must also enlist the resources of the pre-school community: the home, day-care centres, and pre-schools. In the simplest terms, for example, pre-school teachers need to be aware of the kindergarten program so that the pre-school program does not duplicate, but rather leads into the first school year. Parents need to know about television programs which stimulate learning, the role of play and toys in children's intellectual development, and the importance of reading aloud to children and fostering a love of books and reading.

All children benefit from quality stimulation and the benefits are particularly significant for disadvantaged children. While day-care centres and pre-schools usually provide an excellent alternative environment for children who are not able to remain in their homes, children who are disadvantaged usually do not participate in such programs. If their home environment is not sufficiently stimulating they may have no way of catching up.

Many countries now have intervention initiatives for disadvantaged children and others who are deemed to be at risk. The United States, for example, has outlined a set of objectives for the year 2000, wherein all children will have access to high quality and developmentally appropriate pre-school programs that help prepare them for school, parents will have access to the training and support needed to assist them at home, and children will receive the nutrition and health care needed to arrive at school with healthy minds and bodies.

Such objectives deserve serious consideration in this province. Although there are now early-childhood programs such as Head Start, Even Start, Smart Start and subsidized day-care operating in the province, they fall far short of meeting the need. Nor have any measures been taken to ensure that all children have reached an appropriate level of preparedness when they enter school. Some school boards, with the assistance of public health nurses, use a screening process to assess children's readiness for school but this is not a compulsory requirement and exists *ad hoc* throughout the province. There is thus a need to review the current screening and intervention programs and explore alternatives to them.

Investments in early childhood programs will result in substantial savings in later years because prevention is always less costly than repairing the damage once it is done – to the individual, to the school system and to society. Under the present economic conditions it is difficult to recommend how large-scale programs should be financed, yet the need for instituting preventative strategies is critical and should not be put off. The Commission also believes that such efforts need not be totally dependent on government funding and that with concentrated efforts we can find new and creative ways to address these critical needs. The Department of Education, school boards and schools, however, must provide leadership and support for these efforts and for enriching early childhood experiences generally.

The Commission therefore recommends

Recommendation 174 that the Provincial Government develop a comprehensive provincial mandate and accompanying protocols on early childhood development, and that its purpose be (a) to develop appropriate social and developmental goals for all children before they enter school, (b) to develop appropriate assessment procedures for children when they reach age three, (c) to identify children who are not progressing with age-appropriate skills, and (d) to research, develop, implement and evaluate appropriate intervention strategies to achieve the social and developmental goals.

Recommendation 175 that school boards co-ordinate and encourage out-reach or prevention programs to link children with the school system at an earlier age.

Recommendation 176 that school boards make available excess space in schools to encourage the operation of formal or informal pre-school programs.

Recommendation 177 that school councils be encouraged to develop prevention programs for families with pre-school children, such as

1. education programs for new parents,
2. prenatal and family nutrition,
3. book resource centres,
4. toy exchanges,
5. parenting skills development,
6. reading programs, and
7. development of reading skills for families.

Government Departments and Youth-Serving Agencies

The Commission believes that children can be best served through a collaborative approach to the delivery of children's services. At present, several government departments which have specific and fundamental responsibilities for the welfare of children - such as the Departments of Health, Social Services and Justice, in addition to the Department of Education - have undertaken collaborative initiatives in order to maximize the limited resources available. Such collaboration should be expanded and formalized through the development of inter-departmental protocols which would enable and encourage them, within their mandates, to co-operate in addressing the needs of children. The conditions which should undergird the establishment of these protocols are

1. a commitment on the part of all departments to work toward a common purpose,
2. a clear operational framework which describes the range and delivery of support services to children,
3. clearly established areas of responsibility for each department, and

4. joint planning to improve co-ordination and decrease fragmentation.

The Commission believes that services to students should be organized in a way which supports and facilitates the primary role of schooling, which is the enhancement of learning. However, the impact of economic and social changes within society bear heavily on the capacity of the school to fulfil this role. While the school may be the best setting to address a wide range of student needs, each government department's responsibility for providing appropriate support services must be clearly identified and stated. The following should therefore be considered in inter-departmental protocols.

General Health Services

To facilitate the identification, referral and counselling of children with health problems, schools require the services of public health nurses or other qualified medical personnel. It is essential that health reports which identify the type and degree of any problem that might interfere with a child's learning or behaviour be provided to schools in order to ascertain the educational implications. There is, as well, an urgent need for a comprehensive health policy to encourage healthier lifestyles. This policy should be instituted within a comprehensive health program which would encompass the areas of health, lifestyle, nutrition, mental and emotional well-being, self-esteem and self-awareness, accidents and exposure to hazards, family life and human sexuality, AIDS, and alcohol, smoking and other drug abuse.

In-School Support for Students with Special Needs

In recent years, schools have admitted children with a wide range of special needs. Integrating children with such needs, however, has often resulted in a lack of clearly defined roles and inadequate co-ordination among various departments and agencies involved in providing services to children. Certain disabilities, for instance, require that health services be delivered in the school setting as well as in the traditional health environment and this has led to jurisdictional problems between the Departments of Health and Education. Such problems underscore the need for appropriate protocols and for formal, structured co-operation between agencies to achieve their common goal of helping the children and to ensure that no child "slips between the cracks".

Physical and Developmental Disabilities. Children in school settings with personal care needs and with severe and multiple disabilities must have teacher assistants, but funds for personal care attendants to assist students with dressing, toiletry and mobility while in school must be rationalized in terms of realistically addressing the needs of the school system. In addition, some students also require health procedures, such as the careful measurement and administration of prescribed medications, or seizure management strategies. Providing medical services to students requires training, and the lack of this and other support for those conducting these procedures is a concern for schools. Specialized medical services are not considered part of the teacher's expertise, so that teachers have legitimate concerns about safety and liability in providing them. Many teachers and schools feel that arranging for and providing these services should be the responsibility of the Department of Health.

Mental, Behaviourial and Emotional Disorders. When school-age children are identified as having severe mental and emotional disorders, a co-ordinated approach to service delivery is also necessary. Protocols are required among the Departments of Education, Health and Social Services to establish, manage and evaluate programs and resources for students who require counselling, therapy, psychiatric services, family therapy, medication, or child support services if there are severe behaviourial difficulties.

Speech and Language Disorders. At present, both the Departments of Education and Health provide speech and language services for students. The school system has a clearly identified need for the services of speech pathologists for teaching students with speech disabilities, but speech pathology is also an essential component in a comprehensive health service.

Until about a decade ago, the only speech pathology services available to schools were those provided by the health system, but in recent years, some speech pathologists have been hired directly by the schools, in some cases by recruiting them from the health sector. The better salaries and benefits provided by the education system have created an undesirable competition in recruiting, a problem aggravated by a shortage of speech pathologists. For this reason, and for the better co-ordination and deployment of services, a strong argument could be made for having all speech pathologists who provide services to school age children employed in one sector - either health or education.

In any case, to achieve the most effective use of the scarce resources, clear policies are needed between the health and education authorities, specifically in assessing language difficulties, consultation with teachers to facilitate program adaptations or treatments, and speech and language therapy when required. The Commission also believes children who need speech pathology services should have access to such services in their own region and that each area of the Province must be looked at individually.

Residential and Institutional Education Programs

While the Departments of Justice and Health are responsible for the safety and health of students, the Department of Education is required by its mandate to provide educational programs for students in containment settings - that is, students who are unable to attend a regular school because they are hospitalized or restrained by law. For these students, the Department is responsible for assessments and for instruction in accordance with the standards of the school system.

More than 6,000 school-age children in this province are confined to a hospital for some time each year, and approximately 2,500 of these are hospitalized for periods long enough to affect their scholastic performance. Disproportionately more of these children are from low socio-economic backgrounds, a group considered at risk in any case. If these children are hospitalized, absence from school will further compound low scholastic achievements unless effective schooling can be delivered in the hospital.

For children who are absent from school in excess of two weeks, programs are available in some hospitals and at home. The effectiveness of such programs could be enhanced by formal co-ordination of these programs with the regular school system and by formal assessment when the child returns to school, so that remedial programs can be implemented to make up any educational deficiencies that have resulted.

Family and Child Services to Support Children in School

Government services in this area are based on the premise that children have a right to basic physical and emotional support and to an environment which nurtures their growth and development, free from abuse and neglect. The link between poverty, ill-health and low achievement has long been established. Children from low-income families are more likely to have health problems because of poor nutrition and stressful environments. In turn, ill-health and poor nutrition frequently lead to low scholastic achievement, a higher dropout rate, and less chance of escaping the cycle and achieving a healthier state for themselves and their children. Unbroken, this cycle results in social and financial costs which far exceed the costs of intervention. To begin to address the problem of hungry children in our schools, various levels of government must come together to fund and implement lunch programs or food supplements in the school.

To address problems in the home environment, protocols are needed for reporting and investigating suspected child abuse, for the management of children in crisis or at risk, for those suffering from neglect, and for children experiencing difficulty at school for any other social, economic or emotional reason. The response to the needs identified should be part of a new, child-centred model where all of the required services and agencies come together with the common and sole objective of helping the youth at risk.

The Commission recognizes that the school is often the best setting to address a wide range of children's needs. However, it is not the sole responsibility of teachers and schools to meet them, and addressing many of these needs has already placed considerable strain on teachers and the schools. It is thus necessary to identify appropriate responsibilities for providing the varied services that children need and to manage and supervise their delivery. The Commission believes that this can be accomplished most effectively and efficiently through a co-ordinated inter-departmental approach.

The Commission therefore recommends

Recommendation 178 that Government strike an inter-departmental committee to establish protocols which will ensure that all support services for children are delivered in a co-ordinated manner, and that the committee

1. assess the provision of existing services,
2. determine the nature and scope of services which should be considered,
3. determine the resources required,
4. establish protocols, and
5. assess the implications for each department.

Recommendation 179 that an Advisory Group on Children's Issues, representing agencies and groups involved with children and youth, be established to advise the government on matters concerning the needs of children.

The Community

One of the tasks of the Commission was to examine the most effective use of educational resources within the context of the school *and* the community. A strong and pervasive link has, of course, always existed between these two environments, but making better use of that connection may require a new understanding of education as a life-long activity involving many processes beyond the traditional classroom, and a recognition that the whole community is an appropriate setting for learning. Conversely, we need to view the schools as a resource *for* the entire community.

This shift in focus must be accomplished by all those involved in the delivery of services to children and youth, including government departments, schools and school boards, municipalities, and cultural, athletic and recreational groups and by the community at large. Bringing together the multiple resources of a whole community is a task long overdue and should be reflected in the planning and design of future educational and other government services.

Community Use of Schools

The *Schools Act* grants school boards the right to make facilities available to the community and in many areas of the province, schools are used for fund-raising events, special meetings, Sunday School, various youth activities (Cadets, Guides, Scouts) and adult gatherings. Within the past few years, gymnasiums have been increasingly used for community recreational events and classrooms for government sponsored adult education courses.

When schools are used by the general public, certain factors must be considered and overcome if the most efficient and effective use is to be made of all the resources, both human and material. These factors may be broadly classified under the headings of economics, administration, infrastructure and ownership.

Economic Factors. In the past, economic factors were most frequently cited by school officials for not extending the use of their schools to the general public. Concerns about increased maintenance and operating costs, such as heating, lighting and supervision, and fees to cover these costs, usually dominated discussion with parties who requested access, but most boards have now established policies which provide direction to school administrators on these matters.

In many areas, it is expected that school facilities should be made available free of charge or for a low fee, while other community facilities, most of which were also built at public expense, insist on charging students and schools at the commercial rate. Indeed, the Commission was told repeatedly by school officials that if schools are expected to make their facilities available to the public virtually free of charge, then facilities such as hockey arenas, swimming pools, Arts and Culture Centres, recreation fields, ball fields, and church basements should be available at a similar cost to schools for their students' use.

Administrative Factors. The 1980s saw increased demands for community use of schools and as a result most school boards now have policies in place which deal with administrative matters such as planning and scheduling use, prioritizing access by both organized and unorganized groups, co-ordination of supervision, reciprocity between school and community groups, as well as the more mundane issues of equipment use, storage and, unfortunately, vandalism. Likewise, the use of community facilities by the schools needs to be planned and reciprocal arrangements worked out with municipal or other agencies. Indeed, the time has come for a co-ordinating effort by all agencies in the community to pool resources for the benefit of the children and the community at large.

Infrastructure Factors. Unfortunately, many schools were not designed to accommodate community use. Many, for instance, cannot be used at night because of certain costs or problems associated with after-hours use that result specifically from the design inadequacies of older schools.

Ownership. The churches have played a major role in the establishment, equipment and support of the school system. In the early history of education churches were responsible for financing and building their schools and for meeting operating expenses. Today, however, government grants are responsible for most school construction and Section 26(1) of the *Schools Act* vests school property in the appropriate school board. However, the Roman Catholic system has chosen instead to vest its schools and properties in the Episcopal Corporation of each diocese. Over the years, both the Roman Catholic and the Pentecostal systems have built church-school complexes. While such complexes provide wider use, constraints are consequently placed on extensive community use of the facilities. In contemplating policies to facilitate and encourage community groups or agencies in developing programs or utilizing the resources of schools, these jurisdictional issues must be considered.

Planning New Schools

Even though all new schools must adhere to certain provincial standards specified in the *School Planning Manual* (1985), the process of planning new schools has not been standardized and seldom addresses issues of community use. With the exception of the Home and School Association or Parent Teachers' Association, no other community based organization is necessarily consulted, and the planning manual makes no reference to assessment of, or provision for, the community's needs. It is also noteworthy that while the planning manual lists the standard items required in the school, there is little consideration of how it should be designed or how the design might affect its use and usefulness. While several government departments and agencies regularly use school facilities, for instance, they have no input into their design. In fact, co-ordination with other municipal, provincial or federal departments or agencies is suggested only to ensure compliance with the various regulations with respect to construction or renovation. That is not to imply that the community's concerns and needs are never considered, but rather that such advice is not actively sought as a matter of course. The Commission believes that the absence of formalized processes for consultation with community groups and municipalities is a significant deficiency in the present system.

In other cases where there have been co-operation and consultation on the local level, the process has been frustrated by government regulations and inflexibility. The following extract from one town's submission to the Commission illustrates the extent of this problem:

> In the past schools and school districts have co-operated with communities to build facilities... . We have a soccer field built by the town on land behind our high school. This land is owned by the school board and is also used by our students and our soccer association. Everything appears to be as it should. The problem arises when the town requests assistance from the appropriate departments in government for funding to assist in upgrading this facility. We have been told by officials that our request cannot be approved because we are not the owners of the land, and that if we had owned the land the funding would be agreed to without hesitation... . Government, school boards and communities need to work more closely together so that the facilities that are under the control of school boards can be more effectively and efficiently utilized by the community. At the same time, community facilities such as arenas, softball fields, etc., need to be utilized by our schools. These moves can be accomplished by joint efforts... . As it now stands, neither school boards nor town councils are in a position to enter such co-operative efforts because of a lack of finances. (Brief 277)

In almost every case where such co-operative initiatives have been undertaken, they have originated with the community. The recent agreement between the Western Avalon Roman Catholic school board, the Department of Education and the Department of Municipal & Provincial Affairs (Recreation, Sports and Fitness Division) is typical, in some respects, in that the impetus for change came from the community, in this case a recreation association, rather than from the school system. What is not typical about this initiative, and a similar initiative now under way in Makovik, is that several government departments have joined forces to provide for a better facility than that which was originally planned. The Commission hopes that the Department of Education, other government departments and local sponsoring agencies will also have a say in the facility's design as well as its use.

A program recently developed in Port au Port to build a community school; an arrangement whereby laid-off National Sea Products plant workers use facilities at St. John Bosco School in Shea Heights for re-training; and recent initiatives by the Department of Municipal and Provincial Affairs to revise the Recreation Capital Grants Program are examples of how stronger links can be forged between schools and their respective communities. The continued growth in demands for educational upgrading and re-training, coupled with the demands on the system by an increasingly active and mobile public, will serve to emphasize further the need for such planning.

However, when one examines the range and extent of activities which most schools are being used for outside of regular hours, the results are less encouraging. Recreational activities clearly predominate all other after-hours activities. One must ask if schools would not be used more frequently for other purposes if they were not already solidly booked by recreational groups, or if they are not being used because there is no organization in place to facilitate the process. In many communities there appears to be neither the demand for nor the willingness to support programs beyond recreation. As a consequence many significant opportunities for community resource development are being lost.

The Commission has recommended the establishment of school councils with the expressed intention of giving the community a more direct voice in educational matters. The purpose of these councils is to aid the principal and staff in interpreting the school to the community and in keeping them informed and aware of the needs of the community. Although the Commission hopes these councils will address much more than the extended use of school facilities, in certain regions of the province this should be a priority. In the long term, it must be understood that the school is a common resource - one which will invite collaboration of all community groups and agencies.

It is important to recognize that it may not be possible to develop a *requirements list* nor an ideal program for this kind of collaboration, because each community will have its own unique set of needs with respect to time, facilities, and programs. Nevertheless, there are certain characteristics which should be common to all such programs. These include

1. the recognition of the unique nature of each community's needs,
2. the realization that the impetus for change must come from within the community,
3. the creation of an infrastructure (involving government departments, school boards, councils, community groups, administrators and teachers) which recognizes the value of community education,
4. the enactment of legislation which recognizes and supports the concept of community education,
5. the commitment of sufficient funds to facilitate the establishment of community-school co-ordinators as the program matures, and
6. the fostering of the belief, particularly among those in positions to influence decisions, that effective links between the school and community are of value and must be supported.

If properly encouraged, the concept of a true community school will develop over time to become an educational, social, cultural and recreational resource that can be used by and benefit everyone in the community.

The Commission therefore recommends

Recommendation 180 that the *Schools Act* be amended to encourage and specify the use of school buildings outside of school hours by external groups, and to require that all schools, either new or those undergoing retrofit, be designed with community use as a specific consideration.

Recommendation 181 that the *School Planning Manual* be amended to include guidelines for community use of schools, such as

1. office/administrative space for outside groups,
2. storage facilities for equipment owned by outside groups, and
3. independent access to areas appropriate for community use.

Most school boards have written policies with respect to community access and the use of facilities, but these policies have not always been invoked or applied. While each community has its own needs, it must be recognized that community use of schools should be applied consistently throughout the province.

The Commission therefore recommends

Recommendation 182 that school boards, in consultation with the Department of Education, develop guidelines for community use of schools.

In recent months, the Department of Education and the Department of Municipal and Provincial Affairs have shared in the funding of school-community complexes. New schools built in St. Catherine's and Makovik are examples of what the Commission hopes is a new wave of co-operation.

The Commission therefore recommends

Recommendation 183 that the School Planning and Construction Board establish formal links with other government departments to ensure that all new buildings respond to the multiple needs of the community.

Recommendation 184 that, where local support has been established, the School Planning and Construction Board give consideration to a pilot project focusing on the development of a *community school* in which a wide variety of educational and community needs could be met.

Recommendation 185 that school boards encourage and support the establishment of local planning committees which bring together school councils, town councils, community agencies and groups interested in community education to address the educational, cultural, social and recreational needs of the area, and specifically to

1. maximize financial and human resources,

2. develop neighbourhood, community or regional plans enabling the co-operative use of facilities,

3. take appropriate measures to avoid the duplication of costly facilities and equipment, and

4. provide greater variety, better quality and increased utilization of services.

18

Performance and Accountability

The ultimate aim of any change in the school system must be to improve the quality of education. The Commission heard strong concerns that the education system has not been responsive enough to recent pressures and demands, and believes there should be an insistence on improvement. Therefore, we must seek improvement even within the best of systems, as our body of knowledge grows and as demands on the system increase.

A heightened concern for educational attainment is evident in many recent reports, and is beginning to appear more frequently in political rhetoric and in debate on a wide range of national policy issues. The focal point of much of the concern in this province has been studies of both educational achievement and economic competitiveness which show that the quality of the education system in Canada already lags behind too many countries, particularly Japan and the emerging Asian nations. Further assessments have compared Newfoundland with the other Canadian provinces and found similar disparities.[1]

If the quality of the education system is to be measured, though, we must first establish means for judging how well students are being educated. Although student testing is an established part of most education systems, it is generally recognized that existing tests have many limitations, and that some of the most important educational results, or outcomes, are either too long-term to be tested within the system or are not amenable to measurement with the testing technology at our disposal. Because education is a vast, labour-intensive enterprise which demands a large share of public revenues, it is reasonable for the public to ask whether it is getting enough value for the tax dollars that go to education. Under the recent conditions of financial constraint, those calls for accountability have become more insistent. As demands on government services are growing and the public are increasingly concerned about their own tax burden, governments are scrutinizing expenditures for ways to maintain services while reducing costs.

Many business leaders have also come to demand improvements in education in terms of economic accountability, applying such concepts as *productivity*, *competitiveness* and *efficiency*. This suggests that it is not only the results of education which need to be measured, but also how much effort and money go into achieving those outcomes.

All accountability must ultimately assure all sectors of the public that the resources being put into education represent a sound and cost-effective investment in the future, and that the educational experiences provided to our children are of the highest quality. This is true whether one views education as an economic investment, a means of cultural transmission, an instrument of social change or an end in itself. The following are some of the reasons for holding the education system accountable for its performance:

1. the need to maintain acceptable standards of performance,
2. the demand for efficiency in light of diminishing resources,
3. the need for all to be informed about the performance of the system and how tax revenues are used,
4. the increased importance of education for economic development, and
5. the need for continual improvement in the system because an unresponsive system is likely to prove stagnant and non-competitive.

There is little doubt that the current system of accountability needs to be strengthened. More reliable and more relevant educational performance indicators must be developed, measured, analyzed and reported. Although this is a complex task, the Commission believes it is central to the mandate of the Department of Education.

Because education is structured as a hierarchical system, it might be argued that the school boards and the province's legislature should be ultimately accountable for the performance of the education system. On the other hand, the educational unit closest to the public is the school. This is where the children are and where parental concerns are focused. It is also clear that the school is the crucial unit for educational innovation and improvement. Whatever the structure of the hierarchy above the school level, the school remains relatively self-contained and separated from other units of the system. While it is beyond the scope of this report to examine the school improvement movement and related developments, there is little doubt that the focal point for improvement is shifting to the school and away from the teacher in the classroom.

Performance Indicators

Accountability is the process by which those who are responsible for a system answer for its performance. The system's performance can be measured by deciding on appropriate indicators - usually statistics - and then comparing them with other similar systems or some ideal values. Within the federal and provincial economies, for instance, interest rates, housing starts, unemployment rates, per capita income, and other such figures are routinely reported as indicators of economic performance. These performance indicators can also be used for assessing accountability, which is primarily concerned with policy decisions directed towards improving the system. It is probably true that the impetus behind the current emphasis on performance indicators in education also comes from the demand for accountability within the school system.

The idea that there are indicators of educational performance comparable to those of economic performance is relatively new. Although there have been many attempts to look at the relationship between various factors such as spending and student achievement levels, they have rarely been placed in the context of the overall performance of an education system. Student achievement measures have more often been used to look at the performance of individuals than at the system as a whole. The use of performance indicators in education is also varied. Some indicators are simply descriptive, quantifying broad concepts, such as the student averages in examinations. Others are comparative, showing trends over time, departures from the norm, differences between groups at a particular time, or conformity with accepted standards. These indicators might also be used to predict what will happen, such as estimating future performance based on past trends.

Other performance indicators attempt to find causes for particular trends or outcomes. This use of indicators usually involves analysis, perhaps to discover the cause of a problem, and thereby determine its solution. If dropout rates are high, or student achievement is low, for instance, policy makers might be expected to want to know *why* these things are happening so that they can make the correct decisions in order to reduce the number of dropouts or increase achievement.

Levels of Analysis

The smallest unit of educational information that might need to be examined is the performance of an individual student. Indicators of individual student performance abound, ranging from scores on national or international standardized tests, to system-wide measures, such as public examinations, to the grades given by teachers in school. Although no firm numbers exist, it is likely that individual students will be tested and graded several hundred times throughout their school careers. Whatever their limitations, such grades are clearly the most widely used indicators of student performance, especially for reporting to parents and deciding on the advancement of students through the grade levels.

Generally speaking, however, the term *indicator* is used to refer to the performance of some part of the school system rather than to the performance of individuals. Indicators thus usually measure the aggregate performance of individuals in the system, such as a system-wide average for Grade 10 mathematics marks. In this case, data are collected at the student level but analyzed and reported at the level of some larger grouping. Much of the recent impetus for the development and use of performance indicators comes from a desire to assess or compare the performance of individual schools, but once aggregated, it is possible to proceed through ever higher levels of comparison. The school district, the province, and the nation are commonly considered to be appropriate levels for comparison and judgement. Recent media discussion of interprovincial and international comparisons on basic literacy, and on science and mathematics achievement, illustrate that student data aggregated to these higher levels are of considerable interest. At the same time, it should be recognized that there are characteristics of school systems, too, which might usefully be reported as part of an indicator system.[2]

Inputs, Process and Outcomes

Although most performance indicators are concerned with measuring the final products or outcomes of the system (such as literacy rates, achievement test scores and school retention rates[3]), measurements of what goes into the system, or inputs (such as teacher salaries or per-pupil expenditures), are also important determinants of overall performance. Standing between the inputs and outcomes is the process of education itself, or the activities that go on inside the classroom between students and teachers, and which involve such things as programs, teacher qualifications and facilities.

It is interesting that the conventional economic arguments about cost-effectiveness seem to reverse themselves when examining input indicators for education. For example, the Newfoundland education system has been criticized because it spends less per student than other provinces do, as if this indicator were, in itself, an adequate measure of the performance of the system. Instead, higher per-pupil expenditures might indicate a less-efficient system if outcomes are no better. The least effective system is one which has high per-student expenditures and low levels of achievement, while the ideal is a system with relatively low expenditures for the high level of achievement that results.

It is thus important that any measurement of cost-effectiveness look at all types of indicators - inputs, processes and outputs - and no one in isolation. This leads to a simple starting point for the development of a model of accountability utilizing broad-based performance indicators. Essentially, the system may be thought of as a three-stage model:

INPUTS ⇒ $\boxed{\text{PROCESSES}}$ ⇒ OUTPUTS

A primary requirement of any system of accountability is that the appropriate indicators of performance be identified and available for assessment. Within each of these main stages it is possible to identify hundreds of variables which might be used to differentiate students, schools, or school systems, but not all such variables are appropriate as performance indicators. Appropriate indicators must be significant, reliable and valid: that is, they must actually measure some real aspect of performance, and for each of the main categories it must be determined what indicators meet these criteria.

Input Indicators. It is proposed that indicators of system inputs encompass the following broad areas: (1) student enrolments, (2) financial resources, and (3) personnel resources. While this may seem like a limited set of inputs, in order to represent each of these areas, quite a number of specific indicators will have to be derived.

Enrolments. Specific enrolment indicators would include the following:

1. trends in the total number of students in the school, including projections of future enrolments;
2. enrolment breakdowns by level (primary, elementary, intermediate, secondary) and by grade, with projections at these levels;
3. analysis of enrolments by gender, urban/rural composition, denomination, school district, and similar variables.

It is important to recognize that raw enrolment data have no meaning in themselves as indicators, whatever their value for other purposes such as calculation of per-pupil grants. The statement that there were 127,029 students in Grades K-12 in 1990 becomes an indicator only when this figure is compared to something else. The most obvious basis for comparison here is the trend over time. What is interesting and useful about enrolment is whether it is increasing or decreasing and what is expected to happen over a span of years for which plans have to be made.

Fortunately, enrolment is one of the areas in which the appropriate basic data have been available for many years. Each year a report is submitted by each school detailing enrolment on September 30. Because per-pupil grants, teacher allocations, and other important resource decisions are made on the basis of these figures, enrolment reporting is an important activity, which ensures timely compliance with the request for data. Some minor difficulties may exist with the accuracy of reporting, however, as schools have a strong incentive to hold on to students until that count is over, whatever might happen to those individuals later in the year. At present there also is no audit of the count, and thus no means of determining whether there are any systematic errors in the enrolment figures. Despite this, however, enrolments have to be considered among the most reliable and consistent of all the education data sources currently available.

Financial Resources. Another major category of input indicators which would provide information about areas and amounts of expenditure include areas such as per-pupil spending on instructional materials (which should probably be high) or administration (which should probably be as low as possible). Similar indicators would show the variation in per-student costs of providing the same services in different localities, or, combined with output indicators, be used to create cost/benefit indices. These indicators would thus go beyond simply enumerating expenditures and actually evaluate performance. Some other appropriate financial indicators are

1. total system expenditures with proportional breakdowns as follows:
   - teacher salaries
   - capital expenditures (new buildings, renovations, repairs)
   - maintenance
   - administrative expenditures
   - instructional materials
   - assessment
   - program development and evaluation
2. per-taxpayer expenditures, with comparisons to other localities
3. revenue by source
4. fund-raising by schools.

Personnel Resources. At one level, personnel resources are somewhat easier to deal with than financial resources, for the simple reason that accurate records must already be kept on personnel for payrolls. Such records will not necessarily contain all the information desired, but a more complete data set can be built into payroll records without much extra work. The basic data in existing payroll files can be supplemented by surveys, school records and other means. The following indicators of personnel resources are suggested:

1. teachers by level and type of assignment
2. teachers by age and gender
3. pupil/teacher ratio by level
4. teacher qualifications (certificate levels, degrees), and specific areas of specialization (academic major, pedagogical specialty) by level
5. average teacher salary and overall salary distribution
6. number of non-teaching professional staff (principals, other administrators, librarians, co-ordinators, etc.) and ratio of such staff to total teachers
7. number of para-professionals (teacher aides, student assistants, etc.)
8. number of volunteers
9. number of support staff (clerical, maintenance, etc.)
10. number and characteristics of substitute teachers.

The data for some of these indicators are directly available and data for some others could be derived without difficulty. However, areas such as teacher qualifications and assignments are not adequately covered by the existing data. Statistics Canada, at one time, did collect data which could be used for this purpose. However, because of financial considerations, the system was discontinued.

Process Indicators. This is the least well developed of the three major indicator areas, and is also the area least likely to lend itself to quantitative measurement. The core elements of educational processes are the activities which occur behind the classroom door, but there are also numerous elements of curriculum, school organization, preparation, evaluation, and the like, which go into the design and execution of instructional processes. These components fall into three stages: pre-instructional (conditions beyond the individual teacher's control), instructional (indicators determined by the teacher) and post-instructional.

Pre-Instructional Indicators. This is an area in which substantial changes to existing databases are required before the indicators can be used. Of particular interest from a policy perspective would be variations in class size. Because teacher allocations to school districts are uniform across the province, variations would indicate differences in the way teachers are deployed.

The match of teacher qualifications and teaching assignments is another area which has been investigated sporadically in a number of studies, but which has received little attention generally. In some areas schools strive for specialization, while in others specialization is not considered desirable. While nothing has ever been done to address the problem of breadth *versus* depth, indicators of match or mismatch could provide the impetus to examine this problem more closely. Some appropriate pre-instructional indicators are

1. breadth and depth of school programs
2. average class size by level, subject area, region, school size
3. range of variation in class sizes
4. match of teacher qualifications to teacher assignments
5. classrooms and other school space (crowdedness)
6. library volumes and other instructional resources
7. quality and currency of textbooks and other printed materials
8. availability of laboratory and other special purpose facilities
9. provisions for special needs students
10. grouping arrangements
11. opportunity to learn (e.g. time spent on various curriculum areas).

Instructional Indicators. Many of these variables can be measured only through some form of direct classroom reporting. Although there have been substantial advances in the development and use of observation techniques for classroom processes, most such work has been carried out in a research context, rather than in the interest of accountability. The alternatives, of course, are student reports or teacher self-reports. Some appropriate instructional indicators are

1. time on specific courses, topics, activities, etc.
2. transition times (e.g. between class periods, recesses)
3. average time on task for students in class
4. expected homework time
5. access to laboratory materials, computers, library books, and other instructional supplies
6. variety of materials used
7. use of instructional aids other than chalk board and textbook
8. variety of instructional techniques used
9. time lost through interruptions of class time
10. use of laboratory and other special purpose facilities
11. forms of grouping and classroom organization.

Post Instructional Indicators. This group of indicators measures the evaluation techniques used by teachers at the end of the instructional process. The scope and quality of assessment techniques are essential elements of the educational process. Some appropriate instructional indicators are:

1. teacher evaluation policies and practices
2. monitoring and feedback of student's work
3. quality of marking process for public examinations
4. type of scaling measures used for public examinations

Output Indicators. Student achievement is a widely recognized indicator of school outputs. Most existing indicator systems also use various measures of involvement and participation, such as dropout rates and university admissions. Much less widely used, but often mentioned in discussions of indicator systems are attitude variables, such as satisfaction with schooling. Some indicators also look at longer-term outcomes, such as employment and earning levels, particularly as indicators of post-secondary outputs.

Student Achievement. There is obviously no shortage of measures in this area, but current achievement testing programs are not necessarily the ones which will serve us best in the future. Public examinations, and even the Canadian Test of Basic Skills (CTBS), have been in use in this province for a long time even though there is little to suggest that these programs have helped improve the performance of the system. To be sure, public examinations were not designed to provide system indicators but rather to certify students for high school graduation. Nevertheless, for a variety of reasons having to do with how public examinations are constructed and graded, the results have become entirely predictable, hiding more than they reveal about actual levels of student proficiency. Although CTBS results can be used as standardized system indicators, there is little to suggest that they have had much influence on provincial educational policy, or that the goal of improvement has been served by this program.

What is needed for student achievement is not more tests, but a more coherent testing program. Ideally, achievement indicators should be closely tied to the goals of education for the province, and provide evidence about how well these goals have been attained. It must be recognized that considerable developmental work will be required before such a comprehensive student achievement assessment program can be put in place. What is proposed here is intended to be an outline for such a program which would replace the current system of achievement measures with one designed to provide a more comprehensive picture of performance.

As a starting point, a shift is required from a norm-referenced to a criterion-referenced approach to the measurement of achievement. Simply stated, a norm-referenced test is one in which the results for an individual student - or group of students - is interpreted in relation to the performance of some reference group of students. A criterion-referenced test is one in which results are interpreted by comparing them with an established body of subject matter. Most standardized achievement tests are norm-referenced, while tests such as the public examinations are criterion-referenced, in that the items are based on a particular curriculum. In practice, however, results on the public examinations are implicitly or explicitly scaled to ensure that an expected number of students will succeed. This effectively converts the public examinations into norm-referenced tests. That is, instead of looking at student achievement *relative* to a set of norms, as is currently the case for the CTBS (and for most other standardized achievement tests), *absolute* achievement standards should be established at various levels of the system, and achievement results should be reported in terms of the proportions of students reaching the required standard.

Specifically, it is proposed that achievement standards be developed at four stages: the completion of Grades 3, 6, 9 and 12. The standards should be developed through a consultative process involving representatives of the public as well as educators, and by analyzing and comparing curriculum documents, tests, and other sources, so that the achievement standards are comparable to the highest Canadian standards.

Participation and Attainment. Participation refers to the proportion of students at particular age levels in school and the proportion taking particular programs or courses. Attainment refers to the highest levels of education reached by particular groups of students. Participation and attainment are much easier to measure than achievement since they require relatively straightforward counts. National and international data are also available for comparison. One of the major problems in examining participation is that different jurisdictions have different school-leaving ages and different levels at which significant transitions occur. A good example can be found in *Profile 90*,[4] a document produced by the Newfoundland Department of Education, in which Quebec is shown as having a much lower proportion and Ontario a much higher proportion of the 16- to 20-year age group in school. To make sense of these figures, it is necessary to know that secondary schooling in Quebec ends at the equivalent of Grade 11, and that in Ontario, many students continue to an advanced credit program beyond Grade 12. Most 18-year-olds in Quebec thus would not be found in the secondary schools but in community colleges.

Similar problems occur with attainment. Concepts such as the school dropout rate seem relatively easy to define; however, different figures are obtained when different definitions of dropout rate are used (such as the proportion of the whole age group graduating from school *versus* the proportion of Grade 8 students who are in Grade 12 four years later). Secondary school attainment also has to be looked at in relation to post-secondary participation for a true picture of the proportion of an age group participating in some form of education. Similarly, such figures as university admissions can be misleading as a provincial indicator unless we know something about the interprovincial migration of university students, or about differences in admission requirements.

Most of these problems are fairly easy to overcome at the provincial level. However, if the school is to be used as the basic reporting unit, a system needs to be developed for recording and reporting school-level data for the same variables.

The following are some examples of appropriate participation and attainment indicators:

1. the proportion of each year group from 16 to 20 years in secondary or post-secondary education
2. the proportion of age groups graduating from high school
3. participation rates in high school subjects, especially those meeting post-secondary entrance requirements
4. the proportion of students requiring remedial assistance or other special services related to low performance
5. proportion of students in French immersion, advanced courses, or other high-performance programs
6. attendance rates of students above school-leaving age
7. post-secondary admission rates for newly graduated students.

Attitudes and Values. Attitudes have not been widely used as indicators of school outcomes. There are probably several reasons for this. First, it is not immediately obvious whether attitudes should be treated as input or output variables, and second, attitudes and values are generally seen as difficult to measure. Finally, there may not be universal agreement about which attitudes are important or whether particular values should be taught.

If the attitudes students bring to school are relatively fixed characteristics, shaped primarily by external forces and impervious to the educational process they are essentially input variables. On the other hand, as outcomes, schools might nurture positive attitudes necessary for high achievement, or foster tolerance and co-operation, develop self-esteem, or teach respect for the rights of others. Although these attitudes may be dealt with in various parts of the curriculum, it is rare to find them measured in the standard tests.

It is possible to look at attitudes from a somewhat different perspective, however. If schools are intended to serve the needs of society, then they should be expected to perform to the satisfaction of their ultimate clients and owners, the public. Students, too, should derive satisfaction from their school experiences and should have the opportunity to rate the conditions which they encounter in school. Student satisfaction is assessed in studies of what has come to be known as *Quality* *of School Life* (QSL). Public satisfaction is typically judged through public opinion polls.

A third area has to do with the aspirations and expectations of students. Knowing what students want for their future careers and the post-secondary programs they wish to follow is important for making decisions which might accommodate their wishes or encourage better choices.

Thus, the following attitudinal indicators are suggested:

1. student satisfaction with aspects of school life, such as curriculum, teachers, facilities and personal relationships
2. student attitudes to education in general, such as the value of schooling, the value of specific subjects, their challenges, motivation, and preparation for the future
3. student expectations and aspirations, such as levels of attainment, marks expected, further education plans, and career choices
4. public opinions and perceptions, such as those about the importance of education, the importance of specific aims of education, school performance and areas for improvement.

Relationships between Indicators

One of the most important issues in developing and interpreting performance indicators is that of how to establish causal relationships. From a policy perspective it is important to know if certain uses of resources or particular ways of deploying personnel are more effective than others. In its simplest form, effectiveness means either that greater resources should yield improved outcomes, or that the same outcomes can be achieved with fewer resources under certain conditions as opposed to others.

Relationships between process and output measures are somewhat better established than those between input and output measures. For example, relationships have been found between measures of how time is used in the classroom and student achievement. Such results lead us to believe both that process indicators are worth developing and that further attempts to refine and extend the relationships which exist between them and output indicators should be undertaken. Much of the research on process-outcome relationships has been in the nature of small scale studies at the classroom level. The availability of data gathered on a larger scale can be expected to give new impetus to this area of research. The possibilities for data pooling and sharing, and for national and international collaboration to bring the necessary expertise to this task, should not be ignored.

In general, not too much should be expected in the short term from the use of indicator systems to establish causal relationships which can be used in policy decisions. In any case, local studies alone are unlikely to yield the necessary basis for decisions affecting resource allocations. Provincial initiatives in Newfoundland are already quite advanced in this respect. The important point is to begin developing an integrated database with modest goals initially. In time, and with appropriate means of pooling data and developing expertise, much more is likely to be learned. The Commission believes a comprehensive provincial indicators system needs to be established and maintained.

The Commission therefore recommends

Recommendation 186 that the Department of Education develop and maintain a comprehensive set of provincial education indicators.

Recommendation 187 that school districts be encouraged to develop additional local educational indicators.

Recommendation 188 that the Department of Education establish appropriate achievement standards at the end of each transition level (i.e. primary, elementary, junior high, and senior high), and that these standards be communicated to every parent and student.

Recommendation 189 that the Canadian Test of Basic Skills be phased out and replaced by a set of curriculum-specific criterion-referenced tests developed locally but anchored nationally and internationally through the use of items for which performance characteristics are known. The administration of the test should be alternated yearly to a standardized sample of Grades 3, 6, 9, and 12 students from across the province.

Recommendation 190 that, to facilitate fair comparisons between schools having different inputs, the Department of Education, in co-operation with school boards, develop an entry-level audit indicating the level of readiness of children entering school for the first time. The audit should be completed within the first three months of school.

Recommendation 191 that the Department of Education sponsor public opinion polls at regular intervals to measure the level of public satisfaction with schooling and to record other views on education.

Levels of Accountability

Schools

If the most important accountability audience is the public, then the most obvious unit to hold accountable is the school. It follows that school-level performance indicators should be reported to the public. Within the proposed model, school boards will have major responsibility for ensuring that the schools within their jurisdiction meet the expected standards of performance. To the extent that personnel, facilities, instructional materials and other important inputs remain under board control, the board can exert considerable influence on what happens in the schools, and thus encourage and monitor school improvement. Another role of the boards will therefore be to determine whether or not the school improvement mandate is being properly carried out.

The Commission therefore recommends

Recommendation 192 that school boards initiate a comprehensive assessment of each school every five years.

Recommendation 193 that the results of these assessments and other school-level indicators be reported to School Councils. Such reporting, particularly in small schools, must safeguard the anonymity of individual students.

School Boards

At another level, board accountability can thus be seen simply as an extension of school accountability. Output indicators, for example, can be aggregated to the board level, and used to determine whether students within the board's jurisdiction are performing at the expected standard. To a limited degree, this is being done now, in district comparisons on public examinations and CTBS; however, so far, these performance indicators have been used only in a descriptive way. While there is considerable continuing debate about inequalities in the financial resources available to boards, relative to their costs, there is almost no discussion of the performance of students within particular boards, and of the possible use of resources to bring about changes in performance.

By using indicators aggregated at the school board level, a school operating below the expected performance standards will be more easily identified by the board, and the board can be responsible for working towards the school's improvement. If several schools in a district are below expectations, then both the public which elects the board and the wider levels within the system will need to identify and work towards solving the problem. If the problem is related to a lack of resources available to the board, for instance, the Department of Education should use its overall control of resources to address the problem for the board as a whole. If the problem is related to factors within the control of the board itself, then the performance of those responsible for managing the affairs of the board should be called into question.

The greatest difficulty in solving such problems arises when the factors are external to the system. To the extent that problems are related to socio-economic factors, community isolation, declining population, or other factors beyond the board's control, there is little point in holding the board responsible.

School boards should be assessed on areas such as financial management, employment practices, quality of school facilities, effectiveness of supervision of and services to schools, and effectiveness of bringing about school improvement.

The Commission therefore recommends

Recommendation 194 that each school board conduct, on a five year cycle, a comprehensive evaluation of its policies, programs and services, and that the results form the basis for planning and reporting annually to the Minister of Education.

The Department of Education

The Department of Education should be assessed on such factors as quality of curriculum, teacher allocation policies, evaluation practices, financial management, and, importantly, the quality of the overall accountability system itself. In fact, the quality the accountability system would have to be part of any accountability assessment.

The Commission therefore recommends

Recommendation 195 that the Department of Education prepare an annual *Report Card* on the education system based in part on provincial education indicators, and evaluation of its own policies, programs and services.

Recommendation 196 that the province enter into agreements with other provinces and with national and international agencies which would facilitate sharing of test items and other information necessary for comparative analysis.

Recommendation 197 that the Minister of Education explore with the Council of Ministers of Education Canada the possibility of developing a national item bank in the core areas of language, mathematics and science.

Data Management

Existing Data

Implementing a full indicator system will require using existing information, modifying existing programs where necessary, and proposing wholly new data-gathering and analysis initiatives. Before looking at the new data needs, it is worth summarizing existing sources, briefly describing activities currently under way and those now being developed to broaden the scope of the data.

Table 19.1 gives a brief summary of the databases currently available at the Department of Education. Each has been developed independently, within the context of a specific program or requirement of the Department of Education. The need to integrate such efforts and to develop further the information systems of the Department has been apparent for some time. The Department recently embarked on an information technology project, with such integration as a goal. In particular, there is a need to improve the means of information flow to and from schools. For example, data for the high school certification system currently comes from most schools in hard copy form. Since schools have to prepare this copy in any case, it would make sense to have all such data entered at the source and sent through an appropriate network directly to the main records system.

One of the first requirements is therefore the development of a network which links all schools to a central system. It is noted that some schools now send the data for entry to the high school certification system on disk. This has reduced substantially the burden of data entry for this system. Since almost all schools now have access to the appropriate computer equipment, an interim measure would be to have all school-level data sent in this manner. All data assembled at the school level should be transmitted through this network. The Department of Education would assume responsibility for developing performance indicators and for preparing reports based on these indicators, as well as for the normal operational activities for which the data are collected in the first place (e.g. high school certification, teacher allocations). It would perhaps be appropriate for schools to have limited access to certain databases or to the parts of these appropriate for their own needs.

A Provincial Database

With the amount of data now available and the new data that will need to be collected and managed within a new accountability system, new methods of efficient data storage and retrieval will need to be implemented. Not only would such a system make the data more accessible to more levels, but it should also facilitate new strategies and new demands on the accountability system which might arise in the future. Such a database would need to be flexible enough to generate new arrangements of the data, new sets of comparisons, and new geographical distributions as populations and boundaries continue to change. It should also facilitate rapid data exchange and be easy to manipulate. All these demands point to the need for a comprehensive, well-designed, central, computerized indicator database, linked to local offices throughout the province. Given the relatively small size of our education system and the recent advances in computer technology, such a system would not be particularly difficult to implement and maintain.

Because the system of accountability begins with the school, the primary need is for an integrated student-level database. Such a database would begin with the registration of each student upon entry to Kindergarten and receive all indicator data on students as they progress through the system. This system could then take the place of the current Annual General Return, as well as incorporating process and additional output data.

There would be little need to add information which is not already generated within the system, and assuming the appropriate network arrangements and security measures, schools could access the central system and thereby replace many existing record-keeping practices. The Department of Education could also provide schools with comprehensive and up-to-date school profiles.

The existing teacher payroll system could also be incorporated into the provincial database to yield an integrated teacher-level database. Since the loss of the Statistics Canada teacher system, no data have been gathered on teacher assignments, class sizes, qualifications, and the like, other than that required for payroll purposes. The teacher-level system would be much simpler than a student-level system, but could be structured along the same lines. Parts of the Annual General Return could also be incorporated into this system. In addition, information about the school itself, such as space, facilities, equipment, and resources would also be fed into the central system.

At the board level, a similarly structured database could contain a sub-set of data from the provincial database pertaining to the schools under its jurisdiction. Because access by the school to its own data would also be important and occur frequently, a school-level database should also be established at each school; this would include the data on the school and on the school's students and teachers.

The currency and consistency of the information in all local databases and the provincial database could be maintained with existing computer software specifically designed for such purposes.

Table 18.1: Existing Local Data Sources.

Type of Data	Source	Frequency	Level of Initial Collection	Usual Level of Reporting
Inputs:				
Enrolments	Annual General Return	Annually	School	Province/District
Teachers	Teacher's Payroll	Continuous	Teacher	Province/District
	School Board Administration System	Unknown	District	Not reported
Financial	Audited Financial Statements	Annually	District	District
Processes:				
Outputs:				
Public examinations	High School Certification	Annually (Levels I - III)	Student	Province District School Student
Standards Testing	CTBS	Annually	Student	Province District School Student
Satisfaction	Public Opinion Polls Quality of School Life	1978, 1983, 1988 1990	Individual Adult Student	Province Province Some breakdowns

In practice, the school-level database would become the fundamental one for the development of reports, while school boards would take major responsibility for the production of these school-level reports, and for any comparative analysis. The Department of Education would take responsibility for provincial analysis.

The Commission therefore recommends

Recommendation 198	that the Department of Education, in co-operation with school boards, investigate the implementation of an integrated computerized student level database, paying particular attention to student confidentiality.
Recommendation 199	that all existing data-gathering efforts at the Department of Education be fully integrated.
Recommendation 200	that the basic unit level for reporting education data be the school.

Rewards and Remedies

No system of accountability can be implemented without somehow recognizing accomplishments and dealing with failure. Schools in which superb academic performance has been achieved, effective, creative and innovative ideas have been implemented, or exemplary leadership and teaching have taken place must be formally recognized in some way. The use of recognition and rewards can be a significant factor in influencing school effectiveness.

One way this can be achieved is by establishing a continuing program for recognizing achievement and hard work which would culminate in an annual ceremony bringing together provincial leaders (such as politicians and business leaders) to recognize the very best in the education system. This would require the establishment of comprehensive guidelines for such recognition, and the collection and analysis of information, but the Commission believes that the net effect of such measures would have a profound impact on our schools.

The Commission therefore recommends

Recommendation 201 that a provincial recognition program be developed and funded in order to reward:

- outstanding student achievement

- outstanding school achievement
- exemplary teaching and educational leadership, and
- outstanding contribution to the field of education.

On the other hand, there will also be a need to help those schools which do not meet certain objectives or expectations. Without assisting those schools to improve in some way, a true accountability relationship will not exist. The challenge is not simply to identify schools with poor performance but to put in place mechanisms to bring them to an appropriate standard.

The Commission therefore recommends

Recommendation 202 that school boards establish teams of educators to devise improvement plans for schools which have been underachieving. In each case, the team will work closely with the principal, teachers and School Council and will be given access to district resources to introduce measures which will lead to long-term results.

Notes

1. See, for example, *Education and Labour Market Training: Prerequisites to Economic Development in Newfoundland and Labrador*, Economic Council of Newfoundland and Labrador, March, 1990.

2. Schools might also be compared on a host of other criteria, such as physical facilities, scope of programs, qualifications of teachers and enrolment patterns, but it is important to note that these latter factors are characteristic of the school itself, rather than aggregations of student data.

3. The number who graduate compared to those who start in the system.

4. Department of Education, *Profile 90*, 1991.

19

Financing Education

The state of the provincial economy affects the financing of education in a number of critical ways, most obviously and significantly by its impact on the ability of government to raise revenues for education and for other related public services. It may also affect educational finances in other, less direct ways - by increasing the incidence of social problems and thereby increasing demands on educational resources.

As this report has shown, the issues affecting education in this province and those that the Commission has had to address are diverse and complex. While there has always been a tension between the principles of education and the realities of finance, today - unlike the 1960s - we must deal with a nation-wide economic decline, disasters in our provincial resource-based industries and a new era of fierce international competition in our traditional marketplaces. This necessitates a level of scrutiny, caution and accountability never before applied to education or to government programs in general.

Few would deny that schooling confers important benefits not only on the individual child, but also on society as a whole, and, indeed, this assumption underlies many of the principal recommendations in this report. Some people have argued further that education is the solution to the province's economic woes. While the Commission does not believe that education can cure all of our economic afflictions, it does stand firmly behind the belief that a better education will bring significant economic benefits to individuals, to governments and to society.

In terms of finance and economics, everyone, in fact, is better served by a higher-quality education. Better-educated graduates are likely to earn higher incomes than those who are less well prepared; they are also more likely to generate new wealth, perhaps rising to meet competition in international marketplaces, and expanding the financial base of the province. This in turn may generate other jobs and further revenues for government, and eventually lead to greater government contributions to the school system. This is the kind of cycle we must perpetuate, and not a descending spiral of diminishing returns.

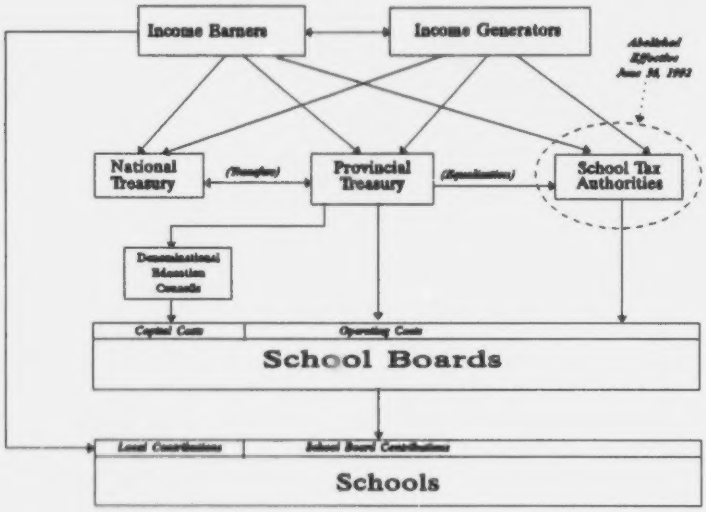
The Background of Educational Finance

The churches in the province have played and continue to play a major role in the provision of educational resources for schooling. As a British dependency in the 17th and 18th centuries, Newfoundlanders did not receive any government support or assistance for the provision of education. Virtually all of the early schools were owned by the churches or church-school societies and before the beginnings of government funding in 1836, the churches paid for all the capital and operating costs, and were directly involved in their day-to-day finances.

By 1969, the government had taken over almost all educational funding, though the churches still exerted a considerable influence over decisions about educational funding and legislation. They had made a significant investment in the education system and were determined to play a major role in administering the system even while relying on public funding from the government.

In an attempt to understand educational finance today, it is important to understand the nature of how resources are generated and distributed by the government. The goal of any educational finance program is to generate sufficient funds to meet the defined educational needs of all children. The term *generate* is somewhat misleading since, for the most part, the education system does not generate funds, but distributes them. Revenues are apportioned to education in a way which is commensurate with governments' ability to pay (as determined by the income of its citizens, consumption and accumulated wealth) and its priorities. To provide the necessary money for education, government must raise funds efficiently and apportion the tax burden fairly and equitably. An illustration of the flow of funds to education is presented in Figure 19.1.

Direct provision of education services is the responsibility of school boards, which must meet a range of financial commitments ranging from the maintenance of schools and office buildings, to teachers' salaries, and the provision of chalk in the classroom. Figure 19.2 illustrates the path of revenues from the government to the school boards.



Income Earners
Income Generators
Abolished Effective June 30, 1992
National Treasury
(Transfers)
Provincial Treasury
(Equalization)
School Tax Authorities
Denominational Education Councils
Capital Costs
Operating Costs
School Boards
Local Contributions
School Board Contributions
Schools

Figure 19.1: Pattern of Costs.

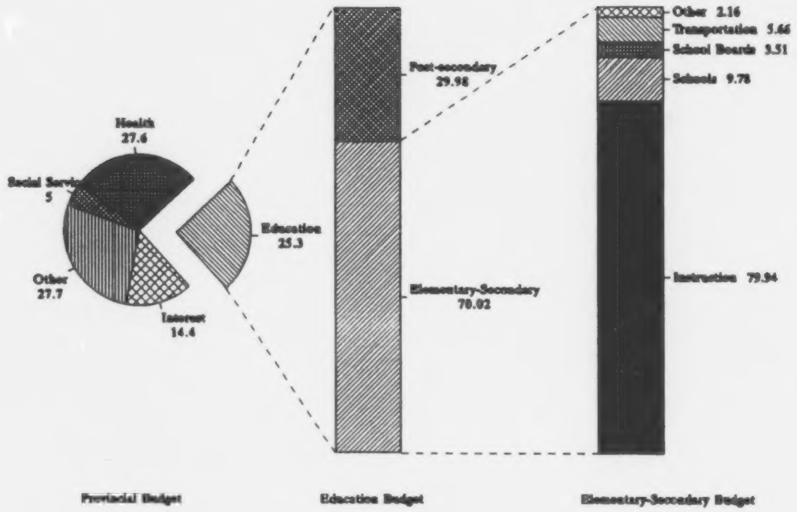


Figure 19.2: Breakdown of Costs in Education.

Operating Costs

Currently, school board operating expenses are funded directly by the provincial government and School Tax Authorities, and indirectly by other sources.

Provincial Government

The Provincial Government provides funds to school boards for the operation of their schools and central offices. In 1989-90, this amounted to 92.5 percent of the operating revenues of school boards. This funding was allocated for the following purposes:

1. Teacher Salaries - 100 percent funded;
2. Pupil Transportation - 100 percent funded for school-board-owned and -operated systems, 90 percent funded for contracted services and 100 percent funded for handicapped transportation;
3. Operating Grants - an amount is allocated per pupil, to cover operations and maintenance. This rate is set annually by government with no adjustment for differences in climate, geography, number, condition and age of schools, costs of program delivery, etc.;
4. Text book allocations;
5. Insurance Grants - the provincial government is responsible for insuring all the schools in the province;
6. Other Grants - over the past 20 years, government has provided numerous other grants to school boards in efforts to improve the funding arrangement, address specific needs and equalize opportunities. These include grants for library resource materials, special education and specialists, energy conservation, French personnel and materials, heat and light adjustments, transportation adjustments, enrolment averaging, Labrador schools, school board elections, alternate texts, school tax equalizations, and specialist teacher resources.

School Tax Authorities

Most provinces in Canada require some form of local contribution to schooling. In this province, school fees and assessments have been used as a local source of funds for many years. In the 1950s, School Tax Authorities were established in some areas so that local school boards could draw upon a predictable tax base for direct contributions to their schools. The revenues are paid directly to the appropriate school boards, and in 1989-90, this amounted to 5.5 percent of their operating revenues.

School Tax Authorities have existed in all areas of the province and have been regional rather than denominational in nature. Eligible taxpayers are required to pay a poll or residential property tax at the rate set for the specific school-tax area. The Authorities also collect commercial property taxes and grants in lieu of taxes from the federal government and federal and provincial crown agencies. When the Authorities were established, most large national corporations and chains contributed to education in this province for the first time.

One of the major criticisms of the School Tax Authorities has been the inequality which occurs as a result of regional tax differentials. For example, in 1989-90 local taxation accounted for 9.6 percent of the total revenue of the Avalon Consolidated School Board but only 2.5 percent of the Green Bay Integrated Board. To help alleviate these discrepancies, Government established a School Tax Equalization Grant, the purpose of which was to compensate school boards for loss of revenue opportunity because they operate schools in areas where the tax potential is low.

Despite considerable efforts, the School Tax Equalization Grant has never really equalized the tax collection differentials among districts. Recently, government has decided that the costs are too high for the benefits returned, and will dissolve all the province's Authorities at the end of the 1991-92 school year. At that time, the education system will be funded almost entirely from the General Revenue Fund of the province.

Figure 19.3 shows the relationship between provincial and local revenues by province. Compared to other provinces, the Atlantic region and Quebec are highly dependent on their provincial governments for school board revenues. Ontario and the Western provinces raise significant revenues through local taxation.

Other Sources

Although most are not significant when compared to the contribution made by the province, schools and school boards regularly tap funds generated from a variety of sources, and these funds often account for a substantial amount of their discretionary spending.

Local Fund-raising. Each year school boards receive funds raised locally by schools and church groups. Administrators, parents, teachers and students have been taking the initiative to raise funds for schooling since the very first schools were established and will likely continue to do so for some time. In 1989-90, boards reported that more than $2.8 million was raised through activities such as ticket raffles, concerts, bake sales, cafeteria proceeds and school rentals. These

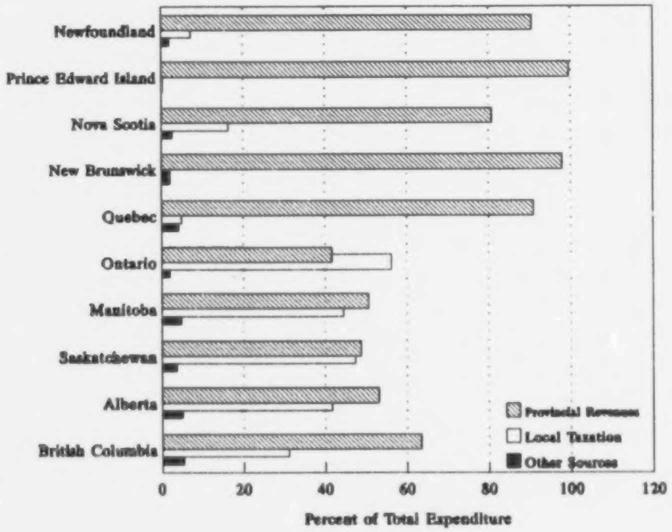


Figure 19.3: Revenue Sources by Province, 1989-90.

amounts are even more significant when the unreported financial contributions of the churches, religious orders, and home and school associations are considered. Regardless of the level of funding, schools will continue to raise local funds.

The Commission believes some local fund-raising is healthy both for the school and for the community. However, questions were raised with the Commission about the propriety of some types of fund-raising and about the accountability for and reporting of local fund-raising initiatives. Few guidelines exist in the area of school-based fund-raising and the issue needs examination and clarification.

The Federal Government. Although the Government of Canada is not directly involved in providing education, it indirectly supports the school system through grants from various departments. In 1989-90, school boards received more than $2,000,000 from the Federal Government in grants to fund specific initiatives, such as literacy, student retention and native education. These grants are usually in the form of seed (start-up) money rather than long-term commitments, with the result that there are frequently long-term fiscal problems for the province in finding continuing resources for the programs.

Borrowing. Local school boards have insisted for many years that they require more money than the government and local taxation can or are willing to provide. Over the past 25 years, school boards have bridged this gap by indebting themselves to finance capital investments or to fund deficits incurred while meeting day to day operating costs. A substantial portion of the capital-related debt was incurred before 1988 when school boards were legally required to contribute 10 percent of the cost of capital construction in their districts. A legislative amendment in 1988 released the boards from this obligation; however, by that time, several boards had already accumulated considerable debt loads.

Table 19.1: Summary of School Board Debt Positions,[1] 1989-90.

Board	Enrolment	Total Debt Outstanding[23] June 30/90	Line of Credit Amt Outstanding June 30/90
Vinland Integrated	1,657	$705,729	$300,877
Strait of Belle Isle Integrated	1,980	$0	$0
Deer Lake-St. Barbe Integrated	4,021	$772,806	$52,560
Green Bay Integrated	3,161	$842,536	$385,041
Exploit's Valley Integrated	4,005	$1,108,545	$0
Notre Dame Integrated	2,954	$240,500	$0
Terra Nova Integrated	6,235	$1,803,144	$0
Cape Freels Integrated	1,474	$162,919	$0
Bonavista-Trinity-Placentia Integrated	6,255	$1,382,895	$38,088
Avalon North Integrated	8,683	$0	$0
Avalon Consolidated	11,427	$4,972,655	$0
Burin Integrated	3,239	$903,182	$0
Bay D'Espoir Integrated	1,691	$534,551	$159,502
Port Aux Basques Integrated	2,374	$231,500	$0
Bay of Islands-St. George's Integrated	6,320	$1,403,746	$1,075,507
Labrador East Integrated	2,205	$894,621	$0
Labrador West Integrated	1,923	$255,545	$0
Conception Bay South Integrated	3,480	$1,225,254	$0
Pentecostal	6,560	$1,773,000	$23,078
Bay St. George Roman Catholic	1,970	$349,500	$377,785
Burin Roman Catholic	4,060	$1,054,704	$594,264
Conception Bay Centre Roman Catholic	1,665	$0	$330,032
Conception Bay North Roman Catholic	2,444	$18,367	$0
Exploits-White Bay Roman Catholic	2,551	$0	$10,182
Ferryland Roman Catholic	2,062	$156,667	$0
Gander-Bonavista Roman Catholic	2,467	$577,115	$44,627
Humber-St. Barbe Roman Catholic	4,016	$494,749	$0
Labrador Roman Catholic	2,882	$828,690	$134,188
Placentia-St. Mary's Roman Catholic	3,213	$0	$6,702
St. John's Roman Catholic	19,441	$776,100	$11,891,665
Seventh-Day Adventist	301	$189,322	$0
Total	**126,716**	**$23,661,432**	**$15,427,188**

Notes: [1]Inter-Account transfers of funds have been eliminated. [2]Total debt outstanding includes current maturities. [3]Debt figures do not include amounts related to pupil transportation.

Source: Department of Education, 1990.

In 1989-90, school board debt in the province stood at $41.2 million. Government is providing for the retirement of some of this debt and has recommended that school boards not borrow funds beyond a ceiling set by provincial authorities. Boards have had to face the dilemma of deciding whether they will sacrifice programs to balance their budgets, or incur more debt to ensure that the quality of their programs is not sacrificed.

Capital Costs

As a result of the educational reforms stemming from the last Royal Commission on Education, government legislated the formation of three Denominational Education Councils to fulfil the liaison role between the Department of Education and the Churches. The major financial authority given to these councils is the distribution of all funds for capital construction to the school boards under their jurisdictions. In this way, the Denominational Education Councils act as a proxy for the Provincial Government.

Money under the Capital Grants Program is apportioned to the Councils based on the percentage that each of the denominations bears to the total provincial population, as determined by the latest census figures available. The percentages used for the calculation of the capital grants for 1991-92 were as follows:

Table 19.2: Distribution of Capital Grants.

Denominational Jurisdiction	Denominational Share	Total Others[1]	Share
Integrated Education Council	54.31%	2.19%	56.50%
Catholic Education Council	36.27%	0.29%	36.56%
Pentecostal Education Council	6.64%	0.13%	6.77%
Seventh Day Adventist Board	0.14%	0.03%	0.17%

[1] The share representing other groups.

Each school board determines its level of capital need for the upcoming school year and submits a capital budget to the appropriate Denominational Education Council. Each Council, through its own set of evaluative criteria and priorities, distributes the funds provided by government to selected boards. In

1989-90, the Denominational Education Councils consumed approximately $1.5 million in administrative costs and salaries to fulfil this function.

Table 19.2 shows the total capital grants administered by the Denominational Education Councils during the past ten years.The $27 million under the Capital Grants Program for 1991-92 was allocated for new construction ($22 million), debt retirement ($2.5 million), handicapped accessibility projects ($1 million), and life safety ($1.5 million).

Table 19.3: Provincial Capital Grants to Education, 1982-83 to 1991-92.

Year	Capital Grant
1991-92	$27,000,000
1990-91	$27,000,000
1989-90	$27,000,000
1988-89	$20,000,000
1987-88	$20,000,000
1986-87	$20,000,000
1985-86	$20,000,000
1984-85	$17,884,000
1983-84[1]	$125,989,000
1982-83	$45,000,000

[1] Includes an extraordinary payment of $92,500,000 to refinance debt associated with prior years' school construction.

Levels of Funding

The level of funding provided by the provincial treasury has been an issue for many involved in the educational system. The issue raised during the last Royal Commission on Education and again raised in submissions to this Commission has been of particular concern to those who have a direct financial stake in educational spending – the Denominational Education Councils and school boards.

In addition to its responsibility for providing the funds for education, government is also responsible for determining what programs will be delivered and with what level of support. As a result, there are differences between the Department of Education's assessment of children's educational needs and that of other interest groups. In determining the adequacy of the allocation of resources by the Provincial Government, a significant number of often opposing factors must be considered.

The Provincial Debt

The per capita public sector debt has been increasing for some time. Between 1981 and 1991, this figure rose 66.6 percent to $9,218. Interest expenses have increased by 136.9 percent, to $424.6 million over the same period. Servicing the provincial debt currently consumes more than 14 percent of the total provincial budget. Figure 19.4 shows the increasing trend of per capita debt and the rising cost of servicing it.

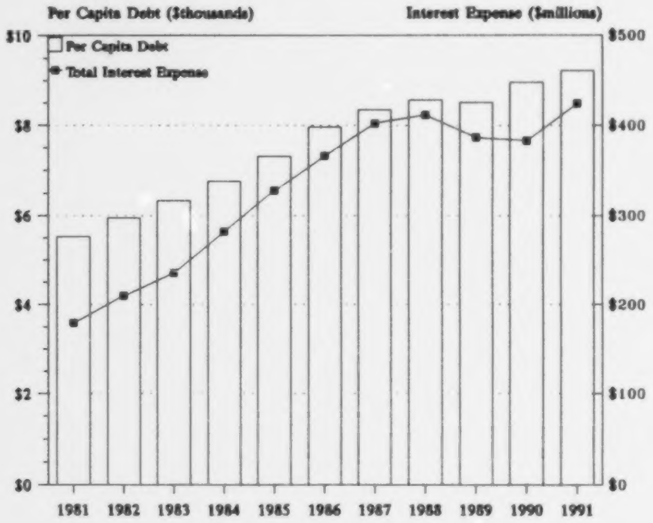


Figure 19.4: Per-Capita Public Sector Debt and Total Expenditure on Interest.

If the province could reduce or eliminate its provincial debt, the money freed would undoubtedly increase the level of program funding in other areas, including education. However, significant debt reduction is unlikely, at least in the short term, given the present economic climate of the country as well as other social and demographic factors – high provincial unemployment and rising service costs. Indeed, an increasing per capita debt is the more likely outcome.

Spending on Education

Many submissions to the Commission were adamant in their claims that the school system is underfunded. The Catholic Education Council, for example, described the situation this way: "It is the position of this Council that the greatest barrier to the effective, efficient and equitable delivery of programs and services to our schools is lack of sufficient funding".

Table 19.4: Ratio of Per-Pupil Expenditures to Per-Capita GDP, by Province, 1989-90.

Province	Expenditure	Per Pupil GDP	Per Capita Ratio	Rank
Newfoundland	$4,630	$14,719	0.3146	1
Prince Edward Island	$4,269	$14,604	0.2923	2
Nova Scotia	$4,760	$18,033	0.2640	5
New Brunswick	$5,024	$17,616	0.2852	3
Quebec	$5,802	$22,663	0.2560	8
Ontario	$6,308	$28,505	0.2213	11
Manitoba	$5,702	$21,619	0.2637	6
Saskatchewan	$4,981	$19,480	0.2557	9
Alberta	$5,418	$27,378	0.1979	12
British Columbia	$5,614	$25,041	0.2242	10

Source: *A Statistical Portrait of Elementary and Secondary Education in Canada*. Canadian Education Statistics Council. 1991. Preliminary data.

On a per pupil basis, education spending in this province is low – $4,630 compared with the national average of $5,817 per pupil. However, compared to other provinces, Newfoundland allocates to education a larger proportion of its revenue in relation to its income. Comparing the per pupil amount spent on education as a ratio of per capita Gross Domestic Product (GDP), Newfoundland is, in fact, the highest of all provinces and territories (see Table 19.4).

Finance Issues

Throughout its deliberations, a number of specific education finance issues were raised with the Commission. They included rising administrative costs, the need for a new funding formula, a need to review the 2 percent hold-back formula, capital funding, duplication of services, and student transportation.

- **Rising administrative costs**. The administrative costs associated with the operation and maintenance of school board offices have been steadily increasing in relation to revenues.
- **The need for a new funding formula**. The Department of Education currently funds the operating costs of school boards through a series of grants. The main operating grant is an allocation based on the number of students enrolled. While this does ensure equal money for an equal number of students, the Commission believes that it does not ensure equal opportunity, even with the provision of special grants (such as those for schools in rural areas, for smaller school boards and for boards experiencing declining enrolment). To ensure equality, a comprehensive framework is required which recognizes the real differential needs and costs of delivering programs.

  School boards need to be provided with more flexibility and autonomy in spending decisions which could be addressed through block funding. Funds that are now available as specific grants could be applied to a range of needs determined by the board. The size of the block grant would recognize a number of factors including the differential costs of delivering programs, the size and location of the district, and other regional factors. This framework would provide maximum flexibility for school boards.
- **Review of the 2 Percent Hold-back Formula**. The current collective agreement with the Newfoundland Teachers' Association restricts the number of teacher layoffs (generally caused by declining enrolment) to a level of 2 percent of total teachers employed per board each year. With the significance of declining enrolments in certain boards coupled with current consolidation efforts, this formula is contributing to significant inequities among boards and is not viewed as an efficient utilization of scarce resources. If, as predicted, enrolments continue to decline, this formula will generate even greater inequities.

  In 1989-90, this formula resulted in approximately 205 teachers being retained in excess of allowable allocations by boards across the province, at an estimated annual cost of approximately $9 million dollars. This is significant when a board with 20 schools is maintaining approximately 28 surplus teachers.

- **Capital Funding**. Currently, the Denominational Education Councils have responsibility for the distribution of capital funds for use in the school system. These funds are granted in proportion to the recognized denomination's share of the provincial population. Investing capital along denominational lines rather than on a province-wide basis of need is often neither an efficient nor an effective use of the province's scarce resources.
- **Duplication of Services**. In some instances, several government departments try to meet the needs of the same child. These departments need to work together in the best interests of the child and to ensure that there is no duplication of services.
- **Student Transportation**. Duplication of bus routes along and across denominational lines is both inefficient and ineffective. Some groups and individuals told the Commission that government should require that students be bused to the nearest school whatever its denomination.

Financial Planning

Many complex qualitative factors are involved in decisions concerning the allocation of educational resources making it difficult to evaluate the cost effectiveness of programs. Despite any limitations, it is essential that financial planning satisfy a number of basic financial principles - equity, adequacy, and efficiency. A financial plan must stand up to political - and public - scrutiny to ensure government support. The plan must be adaptable to changing economic conditions, societal demands and processes of education.

Equity. Any plan involving the distribution of resources must meet the requirements of fairness to all children regardless of location, circumstance, or ability. Planning must also take into account and make adjustments for differences in children's needs, differences in program and delivery costs, and availability of resources.

Students in Gaultois, for instance, require the same basic educational opportunities as students in St. John's. However, meeting this requirement takes a considerably higher investment for the student in Gaultois considering that the student in St. John's begins school with relative advantages such as access to better health care facilities, pre-school centres, libraries and theatres. Providing an appropriate education for a physically disabled student will also cost more than for the average student. Special equipment, teachers' aides and therapists must be provided.

To address such unequal needs, the Provincial Government has established a number of grants which attempt to assist rural boards and small schools, and as a consequence rural boards generally receive higher per pupil revenues than do urban boards. Despite these efforts to equalize differences, variances in operating costs between school boards still exist, though they are slight (see Figure 19.5).

It is the firm belief of this Commission that every student regardless of location or economic circumstance should have the same opportunity to obtain a quality education. To determine what resources must be equalized and to what extent, a comprehensive method of determining needs and costs must be incorporated into the financial plan. Devising a method of allocation based on these needs and costs is a vital challenge which must be met if all students are to have equal educational opportunities.

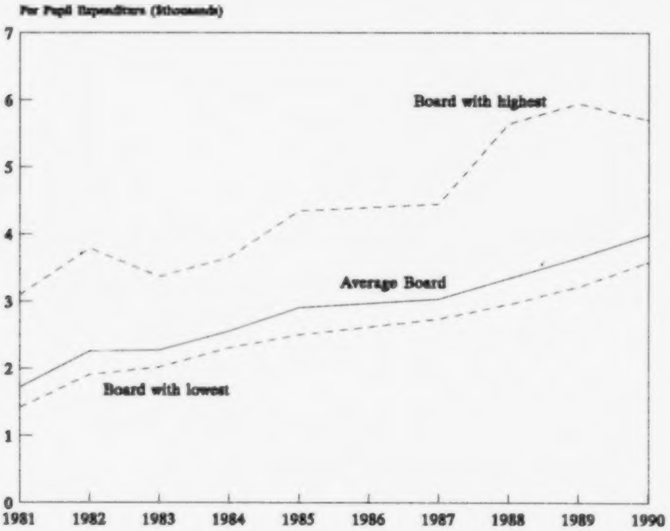


Figure 19.5: Variance in Per-Pupil Expenditures.

Adequacy. The principle of adequacy means having sufficient resources to provide the education services necessary to achieve the system's goals. Based on the number of submissions that the Commission received pleading the need for increased funds for education, adequacy is one of the most prominent issues facing education today. As already stated, the government is limited in the finances it can provide by its ability to raise money and by the ability of the province's citizens to accumulate wealth and bear taxation. However, it is the firm belief of this Commission that the single most valuable resource in this province is our children and that the education of our children must not be compromised in any way. It is essential, therefore, that government clearly identify and articulate to the people of this province what they can expect for their children's education.

Efficiency. Once resources are committed to education, they must still be used productively. Thus, the principle of efficiency should also pervade the financial planning process. Both the Department of Education and school boards are responsible for reconciling needs with costs, for establishing priorities, for deploying their resources. In any planning process the expenditure of resources should be both effective - dispersing funds in a manner which provides students with the best opportunities to learn - and efficient - allocating resources wisely, to avoid duplication and waste. However, school boards are not always in the best position to introduce efficiencies. Many school boards' commitments, particularly those associated with staffing, are pre-determined by their allocation from the Department of Education. Per capita cost differences between boards are thus often the result of economies of scale and policy.

Financial Goals

In endeavouring to understand the system of financing school boards, the Commission has been conscious of the underlying principles articulated above and of a desire to respond in a comprehensive and positive way to each. One of the problems with trying to recommend means of strengthening one principle is that each is not independent of the other. The promotion of one, for instance, might be at the expense of another. For example, promoting greater equity will often conflict with efforts to enhance efficiency. The reality is that educators must frequently confront and weigh conflicting principles before making critical decisions. The Commission's advice on this matter is that decision-makers be aware of the merits of each and achieve an acceptable balance through compromise.

The goals of financial planning are to ensure that schools have the resources to impart basic knowledge, values and skills equitably to all children; to ensure that the tax burden for education is reasonable and equitably distributed; to ensure that those who are responsible for the delivery of education have the autonomy they require to respond to local needs; and to ensure that school boards and schools are managed effectively and efficiently.

The Commission therefore recommends

Recommendation 203 that government increase its commitment to education and reallocate within the education system any savings realized through restructuring.

Recommendation 204 that the Department of Education replace the present system of allocating resources with a block funding formula. The framework for the block should be determined in consultation with major provincial educational organizations, and the size of the block should be assessed through a comprehensive budgetary process involving each school board and including

1. an identification of local and regional educational needs,
2. a description of the current services provided,
3. an identification of current and future needs, and
4. an identification of desired levels of services.

Recommendation 205 that the salaries of teaching personnel at the school level not be included in the block formula.

Recommendation 206 that substitute teacher salary allocations be included in the block.

Recommendation 207 that the Department of Education initiate collaborative strategic planning with school boards, particularly in the area of fiscal planning, to address such issues as the long range capital needs of the province's education system.

Recommendation 208 that all existing long-term debt of school boards be eliminated and that school boards not be permitted to incur future debt nor operate in a deficit position.

Recommendation 209 that the Department of Education, in cooperation with school boards, teachers and parents, develop comprehensive guidelines to govern the conditions and purposes under which school-based funds can be raised.

Recommendation 210 that all school-based fund-raising efforts be monitored by school boards and School Councils, and that such efforts be fully disclosed by note in the annual audited financial statements of the boards.

The necessity of finding new approaches to financing education has become increasingly evident over the last several years. Economic, demographic, technological and social changes although they are outside the immediate realm of education, are nevertheless exerting profound pressure upon the education system. Declining enrolments, new information technologies and rising costs present challenges that cry out for innovative solutions. Finding those solutions calls for a combination of creativity, study and inspiration. The Commission strongly believes the proper and enlightened financing of education is the instrument for effecting such innovation.

20

Postscript: Federal Involvement in Education

Although Section 93 of the *British North America Act* (1867) assigns exclusive constitutional responsibility for education[1] to the provinces, federal involvement in schooling has been significant. Indeed, many submissions to the Commission focused on the impact of federal initiatives. The absence of an established federal role, however, makes it extremely difficult for provinces to assess and respond to federal involvement in education or determine its real significance and proper role in the national context.

The concept of a national policy on education has had little encouragement from the provinces as they correctly attempt to protect their provincial jurisdictions. However, it is extremely difficult to rationalize an isolationist or regional view of education in light of international competitiveness, the global marketplace, new and complex technologies and the rapidly changing context of education everywhere. As Canada faces such challenges there is an increasing need for well-educated and highly-skilled Canadians. The Honourable Pierre Cadieux, Federal Minister of State for Youth, has argued that

> the quality of Canadian education, training and learning is the key to Canada's prosperity and a drop-out rate of 30 percent is a national crisis....As Canadians, it is important to understand that a high school education is the key to the individual prosperity of our youth; it is also key to Canada's prosperity as a whole.[2]

Cadieux also warns that Canada will be at a major disadvantage in attempting to compete in the international marketplace if it does not define and address educational problems from a national perspective. The Commission also believes that such problems can best be addressed through increased national co-operation in the development of educational policies and strategies.

Immigration, human rights, social justice, protection of the environment, poverty, and the increasingly complex needs of children are other issues affecting education which cross over provincial boundaries. Addressing these issues demands better-educated Canadians, not just better-educated Newfoundlanders.

While federal resources are appreciated in this province, the lack of a federal policy on education means that educational spending is not always effective, cost-efficient or in the best interests of the province or the country. Several concerns about the way federal programs for education are run were raised with the Commission, such as the difficulty of accessing federal funding for education, the lack of articulation between provincial priorities and federal initiatives, and the view that programs funded by the Canada Employment and Immigration Commission lack long-term goals and adequate support structures. There was also a conviction that programs (such as French bilingual programs) which are given federal seed money without long-term commitments of resources, eventually place undue strain on provincial resources. The Commission was told also that the absence of formal evaluation mechanisms for many federal initiatives means that there is no way of determining whether or not the intended goals are achieved. On another front, the presence of some federally funded programs (such as dropout prevention programs, or co-op education courses) is interpreted by many as reflecting the Provincial Government's lack of concern about these issues.

Canada cannot wait for the evolution of a consensus on education. The country is already at risk because it has failed to define national educational goals, to overcome regional disparities of educational opportunity, to address the special needs of "at-risk" groups, and to develop school system initiatives which focus on Canadian identity and unity. The Commission believes that it is timely to investigate the creation of a national agency that would monitor Canadian education and that could provide decision-makers at all levels of government with the essential informaton on the basis of which policy decisions could be made. In this way the national interest in education would not be lost.[3] Such an agency would determine national goals and policies for schooling, establish national standards, establish standards for the collection of educational data, conduct national education assessments, monitor and evaluate educational trends and serve as a centre for information on education research and improvements.

In addition, new federal policies could be developed which would have a direct and positive impact on the quality of education offered by the schools in this and other provinces. One obvious area where this could occur is in addressing regional disparities in educational opportunities both within and between provinces. The Commission believes the Federal Government has both the fiscal powers and the moral responsibility to reduce these disparities.

Setting national goals and standards, particularly as they relate to economic performance is an area in which the Federal Government should reasonably be expected to be involved. The Commission believes there is a vital need for the Government of Canada, acting on behalf of all its citizens, to ensure that

Canadians, wherever they live, have the educational opportunities which will enable them to function in society, to maintain that society and preserve a common Canadian heritage. Indeed, the Federal Government should define these goals as minimum human rights and ensure that sufficient resources are available to maintain them.

The Commission therefore recommends

Recommendation 211 that the Provincial Government explore with other governments the establishment of a National Office of Education, the purpose of which shall be to

1. address national goals for schooling,
2. establish national standards,
3. establish standards for the collection of educational data,
4. conduct national educational assessments,
5. monitor and evaluate educational trends, and
6. serve as a centre for information on education research and improvements.

Notes

1. Unless otherwise noted, education refers only to the primary, elementary and secondary level.

2. *The Evening Telegram*, December 21, 1991.

3. This is not to suggest that national co-operation in education has not taken place already. The Council of Ministers of Education, Canada (CMEC) has had a particular interest in the development of national indicators and goals and has undertaken several initiatives in recent years, such as a national education statistics document (with Statistics Canada), entitled ***A Statistical Portrait of Elementary and Secondary Education in Canada***, and the establishment of a committee to examine national educational goals. There has been, however, no indication from the provinces that they want to collaborate with the federal authorities (beyond the involvement of Statistics Canada) even though they regularly address issues of national concern.

21

Summary

In carrying out its assignment to review the delivery system of education in this province, this Commission sought to examine the system in the context of what the students of this province need and the resources which must be found to meet that need. The Commission held public hearings throughout the province, requested input from interested groups and organizations, held discussions with leaders of church and state, business, education, and conducted a public opinion poll. It also examined educational developments in other jurisdictions in Canada and elsewhere.

A number of significant developments have forced a review of the system: declining enrolments, demands for access to governance from those groups not enfranchised, pressures to increase achievement levels, and decreasing financial resources - which is likely to continue as the general population ages and health costs begin to consume a larger portion of available funds. External factors are also influencing the education agenda: developments in technology, particularly information storage, processing and retrieval and communications; changing family structures; a trend toward de-institutionalization; environmental changes and labour market trends which have seen jobs disappear in traditional industries; and political changes which have created a global marketplace and increased competition. It is the increasingly accelerating pace of social, political, and technological changes which is forcing educators to consider carefully the adequacy of the present system to prepare citizens to participate fully in the world of the future.

New needs emerge and are met by new solutions. Changes which occur regularly in response to particular exigencies often do not or cannot take into account the full context. A change which occurs in one part of the system will inevitably affect other aspects of the entire structure. At periodic intervals it must be recognized that the changes which have occurred have outgrown the structure originally established to support its elements, that new or changed elements of the system are ill matched to the structure which was designed to support something else. The present system has stretched to accommodate new realities, but now needs to be reestablished on a foundation which is more in tune with the needs of the people. The challenge was to consider the world in which our present school students will be functioning as adults, and to prepare them to participate in that environment to the best of their ability and in ways they choose themselves, while retaining features of the present system which are highly valued by people in this province.

The nature of church involvement in the education system is what distinguishes it from others in the country, and an examination of the denominational aspects of the system was central to the activity of the Commission. There has been a gradual growth of sharing since the first denominational schools, first between the different Protestant denominations and later between protestant and Roman Catholic school authorities. The success of joint service schools has opened up whole new worlds of possibility as they demonstrate that students of different denominations can ride the bus together, mix together in the classroom and playground, and be taught by teachers of different faiths. From an educational point of view nothing was lost and a great deal was gained.

The Commission was made aware of the moral arguments of those who support the denominational system, the financial support of the churches and the legal constraints imposed by the Constitution. However, the Commission also considered the educational and financial disadvantages of current structures and viewed the demand by parents and society in general for quality education as being a primary impetus for change. Information received from the public strongly suggested that people in this province are ready for change, but wish to retain some features of the present system. What is proposed is a system which retains elements of church input but which creates new structures to make it possible to deliver the best possible program to all students.

The Commission recommended that the present Denominational Education Councils be dissolved, but that as it is necessary for churches to have a means to advise government on educational policy and to oversee the development of religious education curriculum, the Commission has strengthened the role of the Denominational Policy Commission. To streamline the delivery of education, it is recommended that the province be divided into nine districts to be administered by publicly elected school boards. These boards will be responsible for all educational matters within the region, and with the exception of teacher salaries, will be block funded in order to have the maximum flexibility in developing the means to implement the provincial curriculum and see that all children's educational needs are met. The Commission believes this model will best address the need for a high-quality education system while ensuring that the money available to education is spent in the most effective way.

Both collective agreements and constitutional rights and privileges may be perceived to be a constraint upon the ability of the system to change. However, the Commission felt an obligation to propose a model of education which would best address the educational needs of youth, both now and in the foreseeable future. It was very clear to the Commission that parents, educators and other citizens of Newfoundland and Labrador considered the needs of our children uppermost, and recognized the future belonged to them. Greater sharing is an important step, but the Commission felt it had to state that we could go and should go much further in designing an effective education system. In this province we have become accustomed to the uncertainties associated with a fragile economy. Whether our children choose to stay here or choose to seek employment and make their homes elsewhere, we owe it to them to provide them with the best possible opportunity to succeed.

The Commission believes it is crucial that parents be given a greater opportunity to participate in the education of their children. One significant recommendation of this Commission is that local School Councils be established. The Councils have the potential to see that parents in particular have an opportunity to become involved in their children's education in a meaningful way and that local community interests will not become lost under a new system of larger school boards. More decisions should be made at the school level, but there need to be guarantees that standards will be maintained. Each child should have access to a basic education program which meets provincial goals and which will enable each child to succeed after graduation. The responsibility for setting - with consultation and collaboration - goals and objectives for the education system as a whole and curriculum in particular will remain the primary focus of the Department of Education. However, school district administrators and teachers are encouraged to be much more involved in the implementation of curriculum and to contribute to decisions about curriculum change.

The Commission recognizes that the education system must be accountable for its actions. It exists for the educational benefit of students, and must be judged by how well it accomplishes this goal. New thinking needs to be regularly introduced into the system. Old ideas must be challenged. Those who have worked in the system need to contribute and share their experiences with others. It should not be the expectation of those who work in the system that they will remain there regardless of need and circumstance, or that programs and policies will remain in place when they no longer are appropriate. Term appointments for administrators, meaningful professional development activities for teachers, regular review of the Department of Education, and the full election of school boards and school councils will go a long way toward ensuring that children's educational needs remain the focus of the educational enterprise.

Quality education is not possible without a dedicated, adequately prepared teacher workforce. The need for teachers to remain current and be equipped with the skills to adopt to a changing school system is clearly laid out in this report. Improvements in professional development opportunities for teachers and in policies which bear on the nature of the teaching assignment are integral to improving efficiency and better quality in teaching.

The education system needs support if it is to meet the challenges of our time. Many problems which impede student success now being faced by the school can better be handled by other agencies, such as the Departments of Health, Social Services and Justice. Many children are not well served by the education system and the Commission believes that all youth-serving agencies should co-ordinate their efforts and bring a single focus to the resolution of these problems. While social and economic problems are very difficult to solve, the school can become the base for the provision of services to students who are not achieving to their potential because of problems such as hunger or abuse which are beyond their control. The wider society must come to terms with its goals and expectations. Our society demands that we give all children a fair chance to develop their abilities and talents, and must accept the implications of this belief. Many government departments and community agencies will have to focus on the diverse needs of children and work in a co-ordinated collaborative manner to see that social, economic, and medical barriers to education are removed.

Further, to make the best use of ever more scarce money, facilities, and services, it will be important to develop policies to facilitate the connections between schools and the communities of which they are a part. Such co-operation should benefit both parties.

Constitutional barriers to changes in the education system cannot be taken lightly, but the Commission felt it had no choice but recommend a model which would safeguard the provision of religious education and spiritual formation but would remove the administrative features which caused duplication, inefficiency and the exclusion of those not holding rights under the constitution. The challenges facing the system are too great to allow structures designed in earlier times to interfere with the provision of the best education system possible. The Commission's recommendations are designed to increase educational achievement, to render the education system more efficient, to involve parents in a meaningful way in their children's education, to provide more flexibility to boards and to schools, to allow access to governance for those now excluded, to increase co-operation among youth-serving agencies, to forge more productive relationships between the education system and other social institutions, and to establish an education system which is accountable at all levels and committed to self-improvement.

Appendices

PROCLAMATION

WHEREAS there are increasing demands for continued improvement in the quality of primary, elementary and secondary education for all students in Newfoundland and Labrador;

AND WHEREAS our geographic and demographic realities, resulting in small schools and declining enrolments, impose major challenges in delivering such education in an equitable and efficient manner;

AND WHEREAS there is growing concern about the effectiveness and cost-efficiency of the Province's school system;

AND WHEREAS fiscal restraint will continue as a fact of life in funding Government services to the Province;

AND WHEREAS under Term 17 of Union of Newfoundland with Canada, rights and privileges held by the class or classes of persons referred to therein, with respect to denominational schools, are constitutionally protected, as more fully described in the text of Term 17;

NOW KNOW YE that under and by virtue of The Public Enquiries Act, Chapter 314 of The Revised Statutes of Newfoundland, 1970, we by and with the advice of our Executive Council of our Province of Newfoundland, reposing great trust and confidence in your knowledge, integrity and ability, have constituted and appointed and do by these presents constitute and appoint you, the said

Dr. Len Williams (Chairperson)
Ms. Regina Warren
Ms. Trudy Pound-Curtis

to be the Commissioners to hold an Enquiry into the organization and administration of primary, elementary and secondary education in Newfoundland and Labrador and make recommendations concerning appropriate and realistic courses of action which Government and administrative groups in education should adopt in order to realize the most effective, equitable and efficient utilization of personnel and financial resources in the continued effort to deliver quality educational programs and services to all primary, elementary and secondary students; and without limiting the generality of the foregoing to:

1. examine the current organizational and administrative structures for delivering school and school related programs and services at the provincial, regional, school district and school levels;

2. examine the extent to which school districts and schools can be further consolidated and costs associated with such consolidation;

3. examine the nature and extent of community use of schools, the school's use of non-school board owned facilities and the potential for joint funding of school-community facilities;

4. examine the extent of duplication resulting from the denominational system and costs associated with such duplication;

5. examine the effectiveness of existing co-operative efforts within and across school districts and suggest where and how new initiatives may be taken in their regard;

6. identify any existing barriers to the effective, efficient and equitable delivery of programs and services, and propose corrective measures and incentives;

7. consider the matter of accessibility for those groups and individuals who may not now be adequately served;

8. investigate other matters deemed necessary to realize this mandate.

AND WE DO by these presents authorize you, the said Commission, to adopt such procedures and methods as you, the said Commission, may from time to time deem expedient for the proper conduct of the Enquiry and sit at such time and in such places in Newfoundland and Labrador as you, the said Commission, may from time to time decide.

AND FURTHER, we require you, as soon as possible, but not later than August 31, 1991, to report to us your findings and recommendations upon the matters herein submitted for consideration.

Hon. Eric Gullage, MHA

August 8th, 1990

Opinion Poll Questionnaire

August 26, 1991

NOTE: Text to be read to respondents is printed in bold.

Hello, my name is _________. I am calling from Research Associates, an independent market research company. Tonight we are conducting a study on education and schools in Newfoundland. May I ask you some questions, please? [IF ASKED, THE SURVEY WILL TAKE APPROXIMATELY 15 MINUTES OF YOUR TIME.]

In order to select the person I should interview in your household, could you please tell me the following:

i. **Including yourself, how many people 18 years of age and older live in your household?**

ii. **Of these, how many are men?** [SELECT APPROPRIATE RESPONDENT USING MATRIX]
[IF DIFFERENT PERSON COMES TO THE PHONE, REPEAT INTRODUCTION]

1. **Do you have children now in school?** [IF ASKED, that is children in kindergarten to grade 12, not children at university or trade school].

Yes . . . . [ ]1
No . . . . [ ]2

2. **Do you have any children who will be in school in the future?**

Yes . . . . . [ ]1
No . . . . [ ]2

3. **In general, how interested would you say you are in education? Would you say you are:**

very interested . . . . [ ]1
somewhat interested . . . . [ ]2
not very interested . . . . [ ]3
DK/refused . . . . [ ]4

4A. **During the past year, other than a parent-teacher interview, have you attended any meeting concerned with schools, such as the Home and School Association or School Board?**

Yes . . . . [ ]1 [CONTINUE]
No . . . . [ ]2 [GO TO Q5]
DK/Refused . . . . [ ]3 [GO TO Q5]

4B. **What kind of meeting?** ____________________

THE NEXT QUESTION CONCERNS HOW YOU FEEL ABOUT THE SCHOOLS IN YOUR COMMUNITY.

5. **Students are often given the grades A,B,C,D or Fail to show the quality of their work. If the schools in your community were graded in the same way, what grade would you give them - A, B, C, D, or Fail?** [CIRCLE ONE RESPONSE ONLY]

A B C D Fail Don't Know

AS YOU KNOW, NEWFOUNDLAND HAS AN EDUCATION SYSTEM ORGANIZED ALONG DENOMINATIONAL LINES. THE FOLLOWING QUESTIONS MAINLY CONCERN YOUR VIEWS ABOUT THIS SYSTEM. [ROTATE AND CHECK START]

6. [ ] **Some people feel that Newfoundland should switch from its present denominational school system to one that is non-denominational. Others feel that Newfoundland should keep the denominational system. Which system do you prefer?**

ALTERNATE WITH:

[ ] **Some people feel that Newfoundland should keep the present denominational school system. Others feel that Newfoundland should switch from the present system to one that is non-denominational. Which system do you prefer?**

Denominational School System . . . . [ ]1
Non-denominational School System . . . . . [ ]2
No Opinion . . . . [ ]3
Refused . . . . [ ]4

7. **How important is this issue to you? Is it:**

Very important . . . . [ ]1
Somewhat important . . . . [ ]2
Not very important . . . . [ ]3
No opinion . . . . [ ]4
Refused . . . . [ ]5

8. **Some people have suggested that Newfoundland could keep the present system, but also have some public schools that are not under church control for people who prefer this. Would you say you strongly agree, agree, disagree or strongly disagree with this idea?**

Strongly Agree . . . . [ ]1
Agree . . . . [ ]2
Disagree . . . . [ ]3
Strongly Disagree . . . . [ ]4
DK/Refused . . . . [ ]5

9. **If Newfoundland were to change to a single system, several alternatives have been suggested. Of the two following alternatives, which one do you prefer?**

A single system with no church involvement . . . . [ ]1 OR
A single system with all churches involved . . . . [ ]2

Neither . . . . ☐3 [DO NOT READ] [IF A RESPONDENT ANSWERS 'NEITHER', PROBE, SAYING "IF YOU HAD TO CHOOSE, WHICH WOULD YOU PREFER?" CIRCLE 'NEITHER' ONLY AS A LAST RESORT]
No opinion . . . . ☐4
Refused . . . . ☐5

I am now going to read some statements to you. These are statements of opinions about education and schools in Newfoundland. After each one, I would like you to tell me whether you, personally, strongly agree, agree, disagree or strongly disagree with the statement.

		Strongly Agree	Agree	Disagree	Strongly Disagree	DK/Ref.
10.	**Teaching religion in school gives a better overall education.**	☐	☐	☐	☐	☐
11.	**School boards should have the right to refuse to hire teachers if they are not of the board's religion.**	☐	☐	☐	☐	☐
12.	**Churches should no longer be involved in school boards.**	☐	☐	☐	☐	☐
13.	**Children should be taught in school on the beliefs only of their own religion.**	☐	☐	☐	☐	☐
14.	**There should be a single school system for everyone, regardless of their religion.**	☐	☐	☐	☐	☐
15.	**A good thing about the Newfoundland school system is that church rights are preserved.**	☐	☐	☐	☐	☐
16.	**It is best for children to go to separate schools according to their religion.**	☐	☐	☐	☐	☐
17.	**The denominational system is unfair to families who are not members of one of the churches which run schools.**	☐	☐	☐	☐	☐
	(Probe: Anglican, Catholic, United Church, Salvation Army and Pentecostal)					
18.	**Children should be taught in school about beliefs and practices of all religions.**	☐	☐	☐	☐	☐
19.	**Teachers have a responsibility to show a commitment to religious values and standards.**	☐	☐	☐	☐	☐
20.	**The differences among the churches justify having separate denominational schools.**	☐	☐	☐	☐	☐

21.	**If churches want to operate schools they should help pay the cost.**	[ ]	[ ]	[ ]	[ ]	[ ]
22.	**There should be a single school bus system serving all denominations in each area.**	[ ]	[ ]	[ ]	[ ]	[ ]
23.	**Denominational schools create divisions between people within the same community.**	[ ]	[ ]	[ ]	[ ]	[ ]
		1	2	3	4	5

24. **If a child of yours had to attend a school run by a different denomination, would you say you would strongly object, mildly object, or not object at all?**

Strongly object . . . . [ ]1
Mildly object . . . . [ ]2
Not object at all . . . . [ ]3
Not concerned/doesn't matter . . . . [ ]4
No Children - no opinion . . . . [ ]5
No opinion . . . . [ ]6
Refused . . . . [ ]7

25. **Some times children travel by bus to another community to attend a school of their own religion. Other times children stay in their local community to attend school even if it is not of their own religion. Which do you think is more important?**

Attend a school of their own denomination . . . . [ ]1
Attend a school in their own community . . . . . . [ ]2
No opinion . . . . [ ]3
Refused . . . . [ ]4

26. **Currently some Newfoundlanders are not members of a denomination which run schools. Do you think these people should be allowed to run for election to a school board of their choice?**

Yes . . . . [ ]1
No . . . . [ ]2
Don't know . . . . [ ]3
No opinion . . . . [ ]4
Refused . . . . [ ]5

27. **If a child of yours were to be taught religion by a qualified teacher of another denomination, would you say you would strongly object, mildly object, or not object at all?**

Strongly object . . . . [ ]1
Mildly object . . . . [ ]2
Not object . . . . [ ]3
Not concerned/doesn't matter . . . . . . [ ]4
No Children - No opinion . . . . [ ]5
No Opinion . . . . [ ]6
Refused . . . . [ ]7

28. **By and large children now attend schools of their own religion. However, some people believe that all children should attend the same schools. Which do you think is best?**

Children attend separate schools of their own religion [ ]1 No opinion . . . . . [ ]3
Children attend the same schools . . . . [ ]2 Refused . . . . [ ]4

29. **At present, denominations operate their own school boards. However, it has been suggested that all denominations in an area co-operate to establish jointly operated school boards. Which do you think is best, separate boards or joint boards?**

Separate boards . . . . [ ]1 No opinion [ ]3
Joint boards . . . . [ ]2 Refused . . [ ]3

THE NEXT QUESTION CONCERNS THE MATTER OF HOW MUCH SAY OR INPUT PARENTS SHOULD HAVE IN THE EDUCATION OF THEIR CHILDREN.

For each of the following areas, do you think parents should have more say, less say or about the same say as now?

		More Say	Less Say	About the Same	Don't Know	Refused
30.	**The appointment of teachers**	[ ]	[ ]	[ ]	[ ]	[ ]
31.	**School planning, such as opening and closing schools**	[ ]	[ ]	[ ]	[ ]	[ ]
32.	**Budget decisions**	[ ]	[ ]	[ ]	[ ]	[ ]
33.	**What subjects are offered**	[ ]	[ ]	[ ]	[ ]	[ ]
34.	**Appointment of principals**	[ ]	[ ]	[ ]	[ ]	[ ]
		1	2	3	4	5

NOW I WOULD LIKE TO ASK YOU SOME QUESTIONS ABOUT YOURSELF:

35. **What is the highest level of education you have attained?** [DO NOT READ]

Elementary school, up to grade 8 . . . . [ ]1
ISome high school . . . . [ ]2
Completed high school . . . . [ ]3
Vocational or technical school . . . . [ ]4
Some university . . . . [ ]5
University graduation . . . . [ ]6
Refused . . . . [ ]7

36. **What is your age?** [RECORD EXACT AGE]____________
[IF NECESSARY, PROBE and CODE using the following categories]

less than 25 . . . . [ ]1
25 - 34 . . . . [ ]2
35 - 44 . . . . [ ]3
45 - 54 . . . . [ ]4
55 - 64 . . . . [ ]5
65 or older . . . . [ ]6
Refused . . . . [ ]7

37. **Would you be willing to serve if nominated for election to school board or a local school council?**

Yes . . . . [ ]1 No opinion . . . . [ ]3
No . . . . [ ]2 Refused . . . . [ ]4

38. **What is your religion?** [DO NOT READ LIST]

Roman Catholic . . . . [ ]1
Anglican . . . . [ ]2
United Church . . . . [ ]3
Salvation Army . . . . [ ]4
Pentecostal . . . . [ ]5
Other (specify)__________________[ ]6
None . . . . [ ]7
Refused . . . . [ ]8

39. **About how often do you attend church or a place of worship?**

Nearly every week or more often . . [ ]1
Once or twice a month . . . . [ ]2
Several times a year . . . . [ ]3
Once or twice a year . . . . [ ]4
Never . . . . [ ]5
Don't Know/Refused . . . . [ ]6

40. **Did you happen to go to church in the last week?**

Yes . . . . [ ]1 No . . . . [ ]2

41. **What is the name of the community where you live?**________________

THANK YOU VERY MUCH FOR YOUR ASSISTANCE. Perceived sex: Male [ ]1 Female [ ]2

INTERVIEWER:__________________ PHONE NUMBER:________
Date:________ Time:________

CHANGING THE DENOMINATIONAL SYSTEM OF EDUCATION: A CONSTITUTIONAL CHALLENGE

George Furey
Legal Counsel

The Royal Commission on Education, in response to its Terms of Reference, has set out a proposed model for educational reform in the Province of Newfoundland. This model is both bold and courageous in its visionary approach to change. The many recommendations set out in Chapter 10 are extensive and far-reaching and can be expected to have a significant, if not radical, impact on the educational, religious and social life of the Province.

The Commission has addressed, in its commentaries on change, the rationale for its daring approach to remodelling the denominational system. Simply put, the objective is to provide a more effective and efficient system of education which will allow equal access for all users and provide a better quality education for all our children.

The complex historical and constitutional development of denominational education in Newfoundland has significant legal implications for most, if not all, the proposed changes. The most significant of these ramifications pertains to the Commission's recommendations in Part V of its report concerning restructuring at the local, regional and provincial levels. The changes which can be expected to have the greatest legal impact are those which affect constitutionally protected denominational rights. To fully appreciate the significance of these legal ramifications, it is necessary to bear in mind the history of education in the Province, particularly as it was in 1949 at the time Newfoundland joined the Canadian Federation.

Denominational schooling in Newfoundland began with the establishment of a school at Bonavista in 1722 by the Society for the Propagation of the Gospel, a North American missionary organization[1], which soon after its inception was regarded as being denominational. All subsequent schools which were created in the Province were done so along denominational lines. A review of the Education Act 1927 and the Education Amendment Act, 1914, clearly shows the power and influence of denominational representatives over educational policy and administration of all schools receiving public funds. While such historical development is of interest, the present constitutional significance of denominational schools is rooted in 1949. At the time of Union there were seven denominations with legal status in Newfoundland. They were the Roman Catholic Church, the Anglican Church, The United Church of Canada, the Salvation Army, the

---

[1]. Report to Canadian Rights and Liberties Federation: Preliminary Case Development for a Proposed Constitutional Challenge on Constitutional Amendment, 1987 (Newfoundland Act), 1988, prepared by Arthur M. Grant, at p. 7.

Presbyterian Church, the Congregational Church and the Seventh Day Adventist Church. In 1949 all schooling was denominational and was controlled by a Department of Education that was structured along denominational lines. These various denominations had their educational rights guaranteed by Term 17 of Newfoundland's Terms of Union with Canada. Term 17 reads as follows:

> "In lieu of section ninety-three of the British North America Act, 1867, the following Term shall apply in respect of the Province of Newfoundland:
>
> In and for the Province of Newfoundland the Legislature shall have exclusive authority to make laws in relation to education, but the Legislature will not have authority to make laws prejudicially affecting any right or privilege with respect to denominational schools, common (amalgamated) schools, or denominational colleges, that any class or classes of persons have by law in Newfoundland at the date of Union, and out of public funds of the Province of Newfoundland provided for education
>
> (a) all such schools shall receive their share of such funds in accordance with scales determined on a non-discriminatory basis from time to time by the Legislature for all schools then being conducted under authority of the Legislature; and
>
> (b) all such colleges shall receive their share of any grant from time to time voted for all colleges then being conducted under authority of the Legislature, such grant being distributed on a non-discriminatory basis."[2]

In 1987 the Pentecostal Assemblies of Newfoundland were accorded Term 17 status by way of Amendment to the Constitutional Act 1982. This, together with other developments since 1949, have resulted in the present denominational structure consisting of three distinct systems: (1) The Roman Catholic system, (2) the Integrated system (comprised of Anglican, United Church, Salvation Army) and (3) The Pentecostal system. It is to these denominational groups that constitutional protection extends today.

---

[2]. Terms of Union of Newfoundland with Canada, 1949, (or The Newfoundland Act as it is now named by the Constitution Act, 1982,) Term 17.

The most significant change to the present Denominational System is the Commission's recommendation to dissolve denominational school boards and create non-denominational boards. The constitutional implications of such a change are enlarged by the Commission's further recommendation that future school planning be along interdenominational lines.

It is clear on the face of Term 17, as amended, that the Legislature for the Province of Newfoundland cannot unilaterally make changes which adversely affect any denominational right or privilege vested in any class or classes of persons at the time of Union. It is equally clear that any and all funding for the Denominational System must be provided on a non-discriminatory basis.

The Royal Commission, through the course of its extensive public hearings and numerous submissions, has concluded that a majority of Newfoundlanders wish to have the existing Denominational System of Education changed. In the Commission's background report "Attitudes Toward Denominational Education in Newfoundland" (analyzed by Mark W. Graesser, Associate Professor of Department of Political Science, Memorial University of Newfoundland) sixty-percent of respondents stated they would prefer a 'non-denominational system' of education for the Province. Any attempts to change the system, however, must recognize and deal with inherent constitutional problems. The preamble to the Commission's terms of reference clearly recognizes that 'rights and privileges held by the class or classes of persons referred to under Term 17 of the Union of Newfoundland with Canada are constitutionally protected'.

Given the historical and legal development of denominational education in the Province, significant resistance to change can be expected by any number of denominational groups. In this context, the Commission must necessarily be concerned with the possibility of constitutional challenges to its recommendations.

The evolving approach of the Supreme Court of Canada in matters of constitutional interpretation is of paramount importance in assessing how attempted changes may impact on constitutionally protected rights. While Term 17 clearly set out denominational guarantees and provides these with constitutional protection, judicial interpretation of these guarantees is not fixed in time. The Supreme Court of Canada has clearly taken an organic or 'living tree' approach to constitutional interpretation. In the recent case Reference Re Roman Catholic Separate High Schools Funding[3] the Supreme Court enunciated the principle that constitutional rights are not frozen in time. In this case the Court held that Bill 30 of the Ontario Legislature, which provided for full funding for Roman Catholic Separate High Schools, was constitutional. The Court stated that Bill 30 extended new rights and privileges to denominational schools in response to changing conditions. Wilson, J. at page 266 stated

---

[3]. (1987) N. R. 241 (S.C.C.) p. 268

> "As was said by Meredith C.J.C.P., in Ottawa Separate School Trustees v. City of Ottawa (1915) 34 O.L.R. 624 (reversed on other grounds) it was not intended that separate schools should be 'left forever in the educational wilderness of the enactment in force in 1867' (p. 630). Instead, he said [t]he machinery may be altered, the educational methods may be changed, from time to time, to keep pace with advanced educational systems."

Such a progressive approach to constitutional interpretation will impact on any determination of what rights and privileges are constitutionally protected in Newfoundland. It is not uncommon, in our Province, to hear a wide range of denominational aspects of education referred to as 'protected rights'. Indeed, there are those who argue that Denominational School Boards and the Denominational Educational Councils are constitutionally protected.

There has been a limited number of judicial decisions in the Province pertaining to denominational rights and privileges. As well, the Supreme Court of Newfoundland has tended to be somewhat restrictive in its decisions on matters of denominational education. There have been no broad pronouncements on denominational rights and privileges beyond the specific issues which our Court has been asked to decide. From 1984 through 1989, however, the Supreme Court of Canada, in a trilogy of cases, determined that the constitutional guarantees pertaining to denominational rights and privileges in the provinces protect 'core' or fundamental rights and privileges.[4] As well, there are secondary denominational aspects that are essential to these core guarantees which in turn are protected. This approach to constitutional interpretation by our highest Court has focused on Section 93 of the Constitution Act 1982 of Canada which reads in part as follows:

> Section 93
>
> 93. In and for each Province the Legislature may exclusively make Laws in relation to Education, subject and according to the following Provisions-
>
> (1) Nothing in any such Law shall prejudicially affect any Right or Privilege with respect to Denominational Schools which any Class of Persons have by Law in the Province at the Union:[5]

Given the wording of Article 17 of the Terms of Union and the living tree approach towards constitutional interpretation, there is no doubt this approach would apply in the Newfoundland context as well with respect to any determination as to what rights and privileges are protected.

---

[4]. Greater Montreal Protestant School Board v. Quebec [1989] 15 C.R. 377; Reference Re Roman Catholic Separate High Schools Funding (1987) N. R. 241 (S.C.C.); Caldwell v. Catholic Schools of Vancouver Archdiocese [1984] 2 S.C.R. 603

[5]. Constitution Act 1982, S. 93, (formerly British North America Act.

In a recent discussion paper entitled Constitutional Status of Denominational Schools in Newfoundland[6] A. Wayne MacKay points out that the Supreme Court of Canada approach in the trilogy of cases highlights three major ingredients of the denominational guarantees protected by the Constitution. In essence the class or classes of persons referred to have a constitutionally protected right to control:

1. the appointment and dismissal of teachers;
2. funding; and
3. denominational aspects of the curriculum.

In the Newfoundland context (pursuant to Term 17) these three ingredients would form, at a minimum, the nucleus of protected denominational rights in the Province.

The first of these 'core' ingredients pertains to denominational rights affecting teaching personnel. There can be no mistaking the constitutionally protected rights of the various denominations to control the appointment and dismissal of teachers. Indeed, this right presently resides with the various denominational school boards.[7] The Commission recommends that Denominational School Boards be dissolved and replaced with non-denominational Boards.

---

[6]. Constitutional Status of Denominational Schools in Newfoundland; Discussion Paper prepared by A. Wayne MacKay, Professor of Constitutional Law, Dalhousie University, 1992

[7]. It should be noted that even before teachers can receive certification from the Department of Education they must first be approved by one of the Denominational Educational Councils. The Department of Education's Certification Committee determines certification based on professional training after a teacher receives the approval of one of the Denominational Educational Councils.

Recommendation 26	that all existing school boards be dissolved and that new school boards be established;
Recommendation 27	that all school board members be elected to office and that every adult, eligible under the Elections Act, be eligible to stand for election to school board office.

The present denominational school boards, which were not present in their existing form at the time of Union are likely not accorded constitutional protection. Further these are not essential in their present form to the protection of the 'core' denominational guarantees. However, in a recent decision of the Newfoundland Court of Appeal[8] denominational school boards were viewed as legitimate representatives of the class or classes of persons set out in Term 17 of the Terms of Union. In this case a Roman Catholic School Board dismissed a teacher for joining the Salvation Army and marrying in that Church. The Court of Appeal held that the Board had a constitutionally entrenched right to effect such dismissal. At page 28 of the Decision, Marshall, J. A. held:

> "The Roman Catholic School Board for St. John's, representing as it does a class of adherents to the Roman Catholic faith, being of the classes of persons referred to in Term 17, is entitled to exercise the entrenched denominational rights. As already indicated the action of the School Board in terminating Mr. Walsh's services was an exercise of rights protected by Term 17."[9]

---

[8]. Walsh et al v. Newfoundland (Treasury Board) (1988) 71 Nfld & P.E.I.R. 21 (Nfld. C.A.)

[9]. Ibid., p. 28

It was also argued that the dismissal violated the Charter of Rights and Freedoms. The Court, however, held that Section 29 of the Charter of Rights and Freedoms gives "immunity to the legislative exercise of these denominational rights from challenges under the Charter."[10] Section 29 of the Charter reads as follows:

> "Nothing in this Charter abrogates or derogates from any rights or privileges guaranteed by or under the Constitution of Canada in respect of denominational, separate or dissident schools.[11]

The Court made the further observation in relation to the Charter:

> "This is not to say, as intimated by appellants' counsel that requiring religious conformance as a condition of employment renders Mr. Walsh's rights to freedom of conscience and religion illusory. These rights exist. However, they cannot be exercised to impair the right of the School Board to operate its denominational school in accordance with its bona fide religious beliefs and practices for the benefit of all members of that faith.
>
> Where a conflict exists, s. 29 of the Charter clearly requires the scale to be tipped in favour of the general right."[12]

The representative legitimacy of the Denominational School Boards was referred to in the Stack case as well. Here the Supreme Court of

---

[10]. Ibid., p. 28

[11]. Canadian Charter of Rights and Freedoms, s. 29

[12]. Supra, note 9 at p. 28

Newfoundland, Trial Division held that denominational school boards are included in classes of persons. In this case a teacher with a Roman Catholic School Board was dismissed for marrying outside the Roman Catholic Church. The dismissal was grieved through the Collective Agreement and a Board of Arbitrators upheld the dismissal on the grounds that the School Board had a right to dismiss for immoral conduct and therefore must also have the right to determine unilaterally what constitutes immoral conduct. The Court determined that the School Board could not unilaterally define immoral conduct and referred the matter back to arbitration. At page 227 the Court observed:

> "The class or classes of persons referred to in Term 17 includes a school board or school boards of a religious denomination or denominations."[13]

Recommendations 26 and 27 of the Royal Commission effectively remove the denominational school boards as representatives of the class or classes of persons set out in Term 17 and in turn vests rights pertaining to appointment and dismissal of teachers in non-denominational Boards. This is clearly a violation of a constitutionally protected 'right or privilege' of the 'class or classes of the persons' referred to in Term 17.

It is clear from a number of judicial decisions that classes of persons do not refer to hierarchies of either educational or religious institutions. Rather, classes of persons refer to the adherents of the various denominations afforded constitutional protection. In the case Hirsch and Another and Protestant Board of School Commissioners of Montreal and Others, the Privy Council, referring to class or classes of persons as set out in Section 93 of the Constitution Act 1982 (then the British North America Act), made the following statement:

---

[13]. (1979) 23 Nfld. & P.E.I.R. 221, at p. 227

> "The statute protects the rights which at the Union belonged to the Roman Catholic population as a class, as well as those belonging to the Protestant population as a class."[14]

Further, in the Mackell case the Privy Council found that:

> "In relation to denominational teaching, Roman Catholics together form within the meaning of the section a class of persons, and that class cannot be subdivided into other classes by considerations of the language of the people by whom that faith is held."[15]

These references to classes of persons are generally interpreted as referring to adherents of religious groups rather than the hierarchies of the various religions. Authorities such as Denominational School Boards are, nevertheless, legitimate representatives of adherents. Therefore, the Commission's recommendation to remove denominational school boards would require that the identified core denominational guarantees rest with some other legitimate representative of the adherents. It would be impractical to think that these rights and privileges should be exercised on a regular basis by the adherents themselves. This would lead to all members of an affected denomination voting every time a decision was required pertaining to denominational guarantees.

---

[14]. Hirsch v. Protestant School Commissioners of Montreal [1928] A.C. 200 at p. 215.

[15]. Ottawa Separate School Trustees v. Mackell [1917] A.C. 62 at p. 62

School Councils, as recommended by the Commission, (Recommendation 15) could be construed as legitimate representatives of adherents. However, recommendations in this regard provide for only a consultative and not an authoritative role in matters relating to personnel. Recommendation 18(3) relating to school councils reads as follows:

Recommendation 18(3)	to share with the school board in school-level decisions, such as curriculum, funding and staffing,

This recommendation does not vest the constitutionally protected right of control over appointment and dismissal of teachers in these school councils. School councils would, by and large, be denominational councils in schools which exist along denominational lines. Their recommended role in relation to personnel, however, is solely consultative. For practical reasons the Commission has not vested authority over personnel in the school councils. To do so would be to effectively create 500 new school boards, all with differing personnel agendas.

The second of the identified denominational guarantees pertains to control by religious groups of school funding. It must be remembered that at the time of Union all local schools were controlled by denominational authorities. There were no non-denominational boards to address non-denominational matters such as janitorial contracts, location of schools and other such matters. However, many changes have taken place in the school system since the time of Union. Perhaps the most significant is the creation of a non-denominational Department of Education. The Department of Education takes responsibility for numerous non-denominational aspects of education including control over non-denominational curriculum.

As well, the Department of Education presently distributes operating and capital grants to the denominations on a per pupil basis. Once in the hands of the denominations, these authorities exercise absolute control over expenditures.

The Commission has recommended that operating grants be made by the Department and subsequently controlled by the non-denominational boards and that capital grants be controlled by the newly recommended School Planning and Construction Board. At present capital expenditures are controlled by the Denominational Educational Councils. These Councils have no special constitutional protection as they did not exist at the time of Union. Rather, they were created by provincial statute and came about subsequent in time to the Terms of Union. However, what is guaranteed by Term 17 is the right of the recognized denominations at the time of Union (which now includes the Pentecostal Assemblies of Newfoundland) to have input into a minimum of all 'core' matters pertaining to denominational schools at the highest departmental levels.

To some extent the input of the Denominational Educational Committees is transferred to the Denominational Policy Commission created by the Department of Education Act, 1984.[16] This committee consists of the Minister, Deputy Minister, one Assistant Deputy Minister and the Executive Directors of the Denominational Educational Councils. The functions of this policy commission are set out in the Act:

> Section 24
>
> "The Commission shall, subject however to the Minister, be responsible to advise the Lieutenant-Governor in Council on all educational policy that affects any right or privilege referred to in section 3 of any religious denomination or religious denominations represented on the Commission by an Executive Director, including, without limiting the generality of the foregoing, educational policy with regard to any such right in respect to curriculum and textbooks and with regard to any such right in respect to teacher selection and training, but shall not concern itself with general educational policy, administrative or academic, which does not affect any such right or privilege."[17]

By recommending the dissolution of the Denominational Educational Councils the Commission is effectively removing the executive directors from the Policy Commission created by Section 24. However, denominational input is replaced by Recommendation 36 wherein all churches recognized for educational purposes receive representation on the present Denominational Policy Commission. As set out in section 24 this Commission is responsible for advising Government on all educational policy which affects the rights of denominations.

---

[16]. The Department of Education Act 1984, S.N., c. 46, s. 22.

[17]. Ibid., c. 24

> Recommendation 36: that the existing Denominational Educational Councils be dissolved and that the present Denominational Policy Commission be responsible for (1) advising government on educational policy which affects the rights of denominations; (2) overseeing the development of Religious Education and Family Life programs; (3) facilitating pastoral care; and (4) advising School Councils on educational policy which affects the rights of denominations.[18]

Although an advisory function, this would ensure that the denominations retain input and thereby some authority over core functions now exercised by the Denominational Educational Councils. However, Recommendation 36 is not a mechanism for input by the various denominations over matters pertaining to appointment and dismissal of teachers.

The Commission has recommended denominational input into operating expenditures only to the extent that such input at the Policy Commission level can be reflected in matters pertaining to educational policy which affects the rights of denominations. As well, the Commission has recommended that capital expenditures become the sole responsibility of the School Planning and Construction Board.

---

[18]. Amendments to The Department of Education Act 1984 will be necessary to give effect to the recommendations pertaining to the Denominational Policy Commission

Recommendation 40 that a provincial School Planning and Construction Board, fully responsible for the allocation of funds for new school construction and the maintenance and renovation of existing schools, be legislated;

To a large degree the denominational control over capital expenditures, as now exercised by the Denominational Educational Councils, is maintained in that the Commission has further recommended that appointments to the School Planning and Construction Board be made by the Denominational Policy Commission. To some degree this maintains, at the Departmental level, denominational control over funding. This applies more so to capital expenditures than operating expenditures in that operating grants are made by the Department to strictly non-denominational school boards.

Many changes have occurred in spending arrangements over the years which give rise to arguments that the existing per pupil allocation is in fact discriminatory in that it gives no priority to need. As well, payment of teachers' salaries is not allocated on a proportionate basis but rather is tied to teacher qualifications which on a system-wide basis, would appear to be fundamentally unfair. What is required by Article 17 of the Terms of Union is that educational funding be non-discriminatory in that it is proscribed from causing adverse affects to protected denominational groups.[19] The Supreme Court of Canada recently spoke on interpretation of discrimination in the constitutional context in the Andrews case.[20] In this decision the Court was asked to determine whether a citizenship requirement for call to the bar violated Section 15 of the Charter of Rights and Freedoms. At page 168 of the decision the Court held:

> "It is not every distinction or differentiation in treatment at law which will transgress the equality guarantees of Section 15 of the Charter. It is, of course, obvious that legislatures may - and to govern effectively - must treat different individuals and groups in different ways. Indeed, such distinctions are one of the main preoccupations of legislatures. The classifying of individuals and groups, the making of different provisions respecting such groups, the application of different rules, regulations, requirements and qualifications to different persons is necessary for the governance of modern society. As noted above, for the accommodation of differences, which is the essence of true equality, it will frequently be necessary to make distinctions."[21]

In fact, using such reasoning, it may be discriminatory to treat different groups the same. The right protected by Term 17 is the right of denominations to control their own funds. The mechanisms for granting these funds by Government have so far gone unchallenged. In the Commission's recommendations regarding disbursement by boards of operating grants there is no denominational input. The School Planning and Construction Board, however, does allow for denominational input over capital expenditures in that it is a board appointed with input from the Churches through their representation on the Denominational Policy Commission.

---

[19]. Supra, footnote 6

[20]. Andrews v. Law Society of British Columbia [1989] 1 S.C.R. 143.

[21]. Ibid., at p. 168

The Commission's recommendations in this area effectively mean that there is significant changes to the present denominational controls over expenditures. While, as stated earlier, past methods used by Government to pass funding over to the various denominational authorities have gone unchallenged, this cannot be interpreted as an abandonment of rights or privileges. Quite the contrary, the denominational guarantees related to funding remain, whether asserted or not, constitutionally protected. The fact that an unequal granting of funds for teachers' salaries, which comprises a significant percentage of the educational operating budget for the Province, has not been challenged, is no assurance that it will never be challenged. At present it costs significantly more money to pay more highly trained teachers with graduate degrees than those with undergraduate degrees. Yet, no accounting for this has been made to date when funds are allocated by Government for teachers salaries. Whether such schemes are discriminatory and cause adverse effects on those with protected denominational guarantees can only be answered through litigation. What is important for the Commission is that the creation of non-denominational boards with control over operating funding clearly violates the rights of those classes of persons whose denominational guarantee to authority over funding is constitutionally protected.

The third identified ingredient of denominational guarantees, the right to control religious education curriculum, is not one which the Commission is suggesting be disturbed. In fact the recommendations of the Commission respecting Religious Education clearly encourages the involvement of the various churches at the School Council level. Further, allowances have been made for input by the denominations in this area at the highest Departmental level through the Denominational Policy Commission.

There are significant constitutional problems associated with the Commission's recommendations that alter denominational authority over funding and appointment and dismissal of teachers. If the Commission's report was to be implemented immediately, there is little doubt that this course of action would result in protracted and expensive litigation. The end result would no doubt find that the thrust of many of the Commission's recommendations is unconstitutional.

It is possible that some, if not all, of the recommendations of the Commission which impact on funding could be found to be constitutional in that they reflect the Commission's recognition of a need for a more effective and efficient system of education which delivers a better quality education to all Newfoundland children. This is all the more so in light of the geographical problems in the Province with declining enrollments and the Province's dwindling ability to financially support the existing system.

As well, one of the underlying principles of the Commission's recommendations is that smaller schools which exist to "perpetuate denominational segregation" be integrated with other schools where numbers warrant. And further, that future planning be done along inter-denominational lines. While this may appear to be a significant departure from the present system, in many respects it merely reflects what is happening in rural Newfoundland today. Numerous changes are occurring as a result of consensual agreements between the various denominations in many parts of the Province.

However, existing consensual changes in the system still allow for direct denominational input in the areas identified as 'core' guarantees. Apart from funding, the Commission's most significant change in this regard affects the appointment and dismissal of teachers. There is no allowance for denominational control over personnel in the Commission's recommendations.

The Commission's recommendations also remove teacher certification from denominational control. Such a recommendation acknowledges the need for certified teachers who are competent. It is unlikely that removal of certification from denominational control in today's society would be considered unconstitutional, provided the actual control over appointment and dismissal remained with the denominations.

There are other legal implications pertaining to the Commission's recommendations regarding personnel. For example, there are significant Collective Agreement issues regarding the Employer's ability to transfer and even contract with various personnel. Such legal implications, however, can be grappled with over time and do not have the constitutional protection of denominational guarantees.

It may be argued that protected rights and privileges pertaining to funding and religious education are not infringed on by the Commission's recommendations. However, as can be seen from recent jurisprudence, denominations have a constitutionally protected right to 'appoint and dismiss' teachers. The transfer of such rights to non-denominational school boards cannot be legislated by the province. If the Government of the day supports the findings and recommendations of the Commission then it must set about implementing the report either through consensual agreement of the denominations or by constitutional amendment.

The first of these avenues is perhaps the most desirable if not the most easily attainable. The denominations who hold constitutionally protected rights and privileges must agree to the implementation of the Commission's recommendations, even in so far as the recommendations infringe on their protected rights. An implementation strategy sensitive to the historical and religious development of denominational education in the province would be crucial. Such a plan would allow the denominations time to monitor impact on existing rights and privileges set out in the Constitution.

A consensual agreement as well does not destroy or obliterate the rights or privileges guaranteed in the Terms of Union. These rights remain vested in the class or classes of persons to whom they apply. This carries with it a significant advantage for the denominations in that the various denominations will not be surrendering or giving up any constitutionally protected denominational guarantees with such an agreement. A disadvantage lies in the fact that any time through the course of implementation, or after, these guarantees can be asserted by either of the classes of persons protected. Overall the advantages of such an agreement outweigh any disadvantages. In 1969, a consensual agreement was entered into giving rise to the present Integrated System of Education. The Anglican Church, United Church, and the Salvation Army proposed and implemented such an agreement. It has served education in the Province well for the past twenty-three years.

The second alternative is to amend the Constitution. There is little doubt that the class or classes of persons referred to in Term 17 relates to adherents of the various denominational groups and not to Church hierarchies. While special groups such as denominational school boards can legitimately represent adherents, the rights and privileges protected are vested in the adherents. However, it is unlikely that adherents need to be consulted, by way of referendum, in order to amend the constitution. As there is no special amending procedure for this set out in the Terms of Union, it is more likely that any amendment to the Constitution would follow normal amending procedures. Peter W. Hogg, in his text Constitutional Law of Canada states that Part V of the Constitution Act, 1982 provides for five different amending procedures. These are set out as follows:

> (1) A general amending procedure (s. 38), for amendments not otherwise provided for (as well as for amendments listed in s. 42), requiring the assents of the federal Parliament and two-thirds of the provinces representing 50 percent of the population;
>
> (2) A unanimity procedure (s. 41), for five defined kinds of amendments requiring the assents of the federal Parliament and all of the provinces;
>
> (3) A some-but-not-all-provinces procedure (s. 43), for amendment of provisions not applying to all provinces, requiring the assents of the federal Parliament and only those provinces affected;
>
> (4) the federal Parliament along (s. 44) haw power to amend provisions relating to the federal executive and Houses of Parliament; and
>
> (5) Each provincial Legislature along (2. 45) has power to amend "the constitution of the province".[22]

The mechanism used by the Provincial Government in 1987 to give constitutional protection to the Pentecostal Assemblies of Newfoundland was the s. 43 procedure referred to above. The Province invoked s. 43 of the Constitution Act which reads as follows:

Section 43

---

[22]. Hogg, P. W. Constitutional Law of Canada, (Carswell Company Limited, York University, Toronto 1985) at p. 57.

> "43. An amendment to the Constitution of Canada in relation to any provision that applies to one or more, but not all, provinces, including
>
> (a) any alteration to boundaries between provinces, and
>
> (b) any amendment to any provision that relates to the use of the English or the French language within a province,
>
> may be made by proclamation issued by the Governor General under the Great Seal of Canada only where so authorized by resolutions of the Senate and House of Commons and of the legislative assembly of each province to which the amendment applies."[23]

Both the Canadian Parliament and the Newfoundland Legislature acted in concert in order to bring about the constitutional protection of Term 17 for the Pentecostal School System. On December 22, 1987, the Constitution Amendment 1987, an act to amend The Terms of Union of Newfoundland with Canada, 1949, or the Newfoundland Act as it is now called by the Constitution Act, 1982 was proclaimed.

At the time of this Amendment the Government of the day did not consult the people of the Province through referendum, nor, is such a procedure a requirement of the s. 43 amending formula. However, in a report prepared for the Canadian Rights and Liberties Federation by Arthur M. Grant issue was taken with the constitutionality of using s. 43 of the Constitution Act 1982. At page 6 of the Report the following issues pertaining to use of s. 43 amending procedure are raised:

---

[23]. Constitution Act, 1982, s. 43

> "What is sought to be examined here is whether s. 43 of the Constitution Act, 1982 can be employed in such a localized manner as to impinge in a constitutional sense on the rights supposedly guaranteed by the Charter to individuals all across the country."
>
> "What is in issue here is whether localized amendments can be enacted pursuant to a restricted amending formula, such as that established by s. 43, so as to infringe on these national, constitutional human rights in a manner which is over and above the historical irregularities in respect of these rights already recognized by other constitutional provisions."[24]

The decision by the Supreme Court of Canada in Reference Re R. C. Separate High School Finding clearly states that the Charter cannot be used to prejudicially affect denominational guarantees. There may be some substance to the argument that the 1987 amendment has national consequences regarding protected rights (educational and otherwise). However such a narrow interpretation is unlikely particularly in light of the fact that Newfoundland's publicly funded denominational system of education is unique. Newfoundland as well does not have a parallel or alternate secular system. Further, the 1987 Amendment only relates to the Terms of Union which in turn only relates to one province. As such the s. 43 amending procedure would appear to be proper and applicable in the Newfoundland context. (It must be remembered that such a procedure requires the consent of the Newfoundland Legislature and the Parliament of Canada and ultimately the approval of the Canadian Senate.)

---

[24]. Supra, footnote 1 at page 6

The fact that the Pentecostal school system was not protected under the Terms of Union gives rise to the issue of whether or not an Amendment in 1987 to include them, which is subsequent in time to the enactment of the Charter of Rights and Freedoms contained in the Constitution Act 1982, would receive the protection set out in s. 29 of the Charter. Given the reasoning in the Reference Re. Ontario High School Finding[25] case, it is not likely that such a narrow interpretation would be made. The Amendment to the Terms of Union in 1987 is an amendment to the Constitution and as such the more likely judicial approach is that the Charter will not apply to either existing rights or those added or changed by amendment to the Constitution.

Such arguments are further diminished by the complicated history of the development of protection for Pentecostal schools. The Pentecostal school system did not receive constitutional protection in 1949. However, in 1954 a provincial Order in Counsel, presumably issued pursuant to s. 3 of the Education Act, 1952[26], enabled Government to fund the Pentecostal system on the same basis as those systems in place at the time of Union, which in 1954 was roughly on a per capita basis.[27] No challenge has been made that this arrangement adversely affected those classes of persons protected at the time of Union. Further in 1964 the Pentecostal Assemblies only agreed to the implementation of a Royal Commission recommendation that the Department of Education be reorganized on a non-denominational basis if the House of Assembly passed a resolution confirming an agreement to entrench the Pentecostal Denomination System.[28] It is unlikely, given such a history and the provisions of s. 43 of the Constitution Act, 1982, that the 1987 Amendment would be declared unconstitutional. However, what is important to note is that both the Newfoundland Legislature and the Canadian Parliament endorsed and then passed the amendment without any opportunity for input by the Canadian people, in particular the people of Newfoundland.

---

[25]. Supra, footnote

[26]. R.S.N. 1952, c. 101

[27]. Supra, footnote 1 at page 12

Any attempts to amend Term 17 should involve direct input from the class or classes of persons protected; that is the adherents of the various denominations in whom denominational guarantees are vested. This would be important, not for political reasons, but to enable the people of the Province to have meaningful input into such significant changes. As well, while there exists classes of persons with constitutional protection, in a modern pluralistic society, there are also adherents of non protected religious groups as well as non-adherents whose rights to an equal education and meaningful input into the educational system must be addressed. (At present there are a number of religious groups as well as non-adherents who are not permitted even participation in school board elections.)

The Provincial Legislature, together with the Federal Parliament and the Senate, can amend Term 17 of the Terms of Union using the s. 43 amending procedure of the Constitution Act, 1982. Any such amendment to the Constitution should contemplate input from the class or classes of persons, that is the adherents to the various religious groups in the Province, whose rights to denominational education are enshrined in the Constitution.

---

[28]. Grant Report, footnote 1 at page 13

In conclusion, the Commission has responded to the expressed need for change to the existing system of education in the Province. In its response the Commission has retained the traditional features of Church input into education in the Province. At the same time, its recommendations recognize the growing need to restructure the existing system to make it more accountable and responsive to the needs of our modern Newfoundland society. For numerous reasons, it is likely that any proposed changes to the present system will be met with a certain degree of reluctance. However, whether such change evolves through consensual agreement of the denominations or by way of Constitutional amendment, there can be little doubt that for the future of our children and our Province the need for change must be addressed today.

Research Studies and Background Papers

Research Studies

All researchers had full access to the submissions to the Commission and incorporated the subjects and issues raised into their analysis.

Eric Burry and Reg Bonnell
Changing Face of Teaching.

Thomas B. Clift
Community Use of Schools - Evolution or Revolution.

Alice Collins
The Use of Instructional Time.

Frank Cramm and Royston Kelleher
A Study of the Provision of Support Services to Schools and Teachers by School District Personnel in Newfoundland and Labrador.

Robert K. Crocker
Performance Indicators and System Accountability.

Clar Doyle and Dennis Mulcahy
Royal Commission Paper on Curriculum.

Garfield Fizzard
Distance Education.

Mark W. Graesser
Attitudes toward Denominational Education in Newfoundland.

George Hickman and Dennis Treslan
School Based Administration: Changing Roles and Expectations.

Harold Press
Costs and Consequences: An Examination of the Potential for Consolidation within the Education System and the Associated Costs.

Charlotte Strong
Equalizing Educational Opportunity.

Dennis L. Treslan
An Examination of Critical Factors in the Establishment of Effective School Districts.

Background Papers

Lloyd Brown
Mandate of Schools: A Position Paper.

Sister Teresita Dobbin
Components of a Mandate Statement.

Mike Bleau, (Ernst & Young)
Report on a Review of Modelling Methodology.

Bryan Hartman
Gifted Students.

Jeannie House
School Councils.

Gary H. Jeffery
The School and Children of Divorce.

Larry Moss
Governance and Administrative Issues.

Dennis M. Mulcahy
Expanding Expectations - Conflicting Ideologies: Re-Thinking the Process of Education in Newfoundland.

Tom Pope
The Administration of Newfoundland's School System, Past, Present, and Future.

Frank Riggs
Native Education in Labrador.

Lorne Wheeler
An Historical Overview of Developments in Newfoundland's Primary, Elementary, Secondary Education System.

Doug Young and Leon Cooper
Distance Education - The Newfoundland & Labrador Project.

List of Submitters

001 Mark Anstey, Windsor
002 Rosalind White, Sandy Cove
003 Norma Davis, Islington, Ont.
004 Petition - Pastor N. M. Norman, Pentecostal Church, Makinsons
005 Howard & Georgina Bath, Pacquet, White Bay
006 Mr. & Mrs. Edgar Norman, Pacquet
007 Geoffrey Booth, Labrador City
008 Gordon & Juanita Greenham, Pacquet
009 Gordon Norman, Pacquet
010 Mr. & Mrs. Norman Joy, Pacquet
011 L. S. Newman, Lewisporte
012 Grade 2 & 3 Students, R.H.M. School, Hawkes Bay
013 Petition - Cathedral of our Lady, Labrador City & Our Lady of the Assumption, Wabush
014 Local School Committee, Sop's Arm Pentecostal Assembly, Sop's Arm
015 Mr. & Mrs. Lawson Sacrey, Pacquet
016 James Day, Corner Brook
017 Evan. J. H. Welsh, Lewisporte
018 Pastor Winston Morgan, Bethel Pentecostal Tabernacle, Happy Valley
019 Gerry Pickett, Labrador City Collegiate Home and School Association, Labrador City
020 Wallace Cull, Lewisporte
021 Our Lady of Perpetual Help Council of the Catholic Women's League of Canada, Labrador City
022 Petition - Pastor Terry Snow and Campbellton Pentecostal Assembly, Campbellton
023 Phyllis Penney, St. Lunaire
024 Ada Sutton, St. John's
025 Home and School Association, Notre Dame Academy, Labrador City
026 C. Anthony, Chairperson, Committee of Concerned Parents of Pentecostal Assemblies, Labrador City
027 Frank Saville, Labrador City
028 Patrick Furlong, Labrador Roman Catholic School Board, Wabush
029 Walter Crotty, Principal, J. R. Smallwood Collegiate, Wabush
030 Robert Martin, Superintendent, Lab. West Integrated School Board, Labrador City
031 Victoria Loveman, Miles Cove
032 Pearl Lee, President, Comite de Parents Francophones de L'ouest du Labrador, Labrador City
033 Bill & Betty Hounsell, Labrador City
034 Cal Patey, Labrador East Integrated School Board, Happy Valley
035 Introductory Presentation from The Newfoundland Teachers Assn., St. John's
036 Angela Morey, Miles Cove
037 Bertha Morey, Miles Cove
038 Allan & Elizabeth Billard, Stephenville
039 Marion Foster, Burlington
040 Nellie Andrews, Marystown
041 Mr. & Mrs. Ivan Pitcher, Stephenville Crossing
042 Nelson Larson, Labrador City Collegiate, Labrador
043 Emerson Coish, President, The Canadian Assn. for Community Living, Labrador West
044 Bart Higgis and Charlene Liska, Paradise River
045 Patricia Norman, Parents' Committee of Our Lady Queen of Peace School, Happy Valley-Goose Bay
046 Tim Borlase, President, Drama Council, NTA, Happy Valley-Goose Bay
047 Elaine O'Toole, Vice-President, Labrador North Branch, NTA, Happy Valley-Goose Bay
048 Joan Fowlow, Port Anson
049 Colin Burke, Stephenville
050 H. Lomond, Chairperson, Port aux Basques Integrated School Board, Port aux Basques
051 Jean Blake, Robert Leckie Intermediate School, Happy Valley-Goose Bay
052 Barbara Martinovic, Labrador City
053 Blaine G. Hardiman, Happy Valley-Goose Bay
054 Ern Condon, Smallwood Collegiate, Wabush - O
055 Tom Coffee, Wabush - O
056 Shirley Squires, Wabush - O
057 Gerry Butler, Assistant Superintendent, Labrador Roman Catholic School Board, Wabush - O
058 John Bookalam, Happy Valley - O
059 Dorothy King, Happy Valley-Goose Bay - O
060 Pastor Andrew McAuley, Northwest River Pentecostal Church
061 Judy Vickers, Happy Valley - O
062 Herb Brown, Happy Valley - O
063 Pastor Fred Stacey, Windsor Pentecostal Tabernacle, Grand Falls-Windsor
064 Selena Wells, Vice-President, NTA Home Economics Special Interest Council, Gander
065 Raymond Brown, Labrador City
066 Petition - Parents & Residents of Sop's Arm
067 Marguerite Hall, President, St. Jean Vianney Home & School Association, Stephenville
068 Leo Greene, Lourdes
069 Rev. Father Aidan Devine, Our Lady of Fatima Parish, Piccadilly
070 Gertrude Parsons, President, Newfoundland Provincial Council of the Catholic Women's League of Canada, Corner Brook
071 Wayne & Maureen Warren, Stephenville
072 Doris Newman, Stephenville
073 Deborah Noseworthy, Campbellton
074 Elizabeth & Leonard McKay, Kippens
075 Roy & Janet Pilgrim, Postville
076 Mark Richards, Albuquerque, New Mexico
077 Sheila Bozec, Chairperson, Our Lady of Lourdes Parish Council, Stephenville
078 St. Stephen's Elementary, PTA, Stephenville
079 Marie Meaney, President, Our Lady of Lourdes Council Catholic Women's League, Stephenville
080 Rev. Edward Terry, Our Lady of the Cape Parish, Cape St. George
081 Christopher Cooper, Canadian Guidance and Counselling Assn., Stephenville
082 Bernard Ezekiel, Grand Knight, Knights of Columbus, Msgr. Walter Brennan Council, No. 8749, Deer Lake
083 Gary Duffenais, Grand Knight, Knights of Columbus, St. Jean Vianney Council, No. 10286, Piccadilly
084 Ray Hepditch, Grand Knight, Knights of Columbus, Archbishop Howley Council No. 2581, Corner Brook
085 Dr. Wilson Loveys, Glynda Seaborn, Anne Pinsent, Corner Brook
086 Joe Cooper, Vice-Principal, Assumption Central High, Stephenville Crossing
087 Harvey MacDonald, Chairperson, Cathedral Parish of the Most Holy Redeemer & Immaculate Conception, Corner Brook
088 Humber-Bay of Islands Local Action Committee of Pentecostal Assemblies, Corner Brook
089 Stirling Winsor, Port Anson
090 John Maddock, St. Stephen's Parish Council, Stephenville
091 Earl Pond, Assistant Superintendent, Deer Lake-St. Barbe South Integrated School Board
092 Andrew Butt, Superintendent, Appalachia Roman Catholic School Board, Stephenville
093 Ralph Purcell, St. Francis Xavier School, Deer Lake
094 Jenny Fenwick, Le Comité de Parents de l'Anse a Canards, la Grand'Terre, & Cap St. Georges, Stephenville
095 Co-ordinators of the Deer Lake-St. Barbe South Integrated School Board, Deer Lake

BEST COPY AVAILABLE

096 Rev. George Smith, Immaculate Conception Parish, Deer Lake
097 Sonya Lush, Deer Lake Pentecostal School, Deer Lake
098 Joseph Zablocki, Chairperson, PTA, Deer Lake Pentecostal School, Deer Lake
099 L. Williams, Chairperson, Deer Lake Pentecostal School Committee, Deer Lake
100 Staff, Deer Lake Pentecostal School, Deer Lake
101 Jim Powell, Deer Lake Branch, NTA, Deer Lake
102 Joan Gilley, President, Catholic Women's League, Deer Lake
103 Staff of Stella Maris, Benoit's Cove
104 Linda Clarke, President, W. E. Cormack Academy PTA, Stephenville
105 Katherine Penney, Corner Brook
106 Betty Etsell, Kippens
107 Diane Mintz, Corner Brook Status of Women, Corner Brook
108 Sandra Elliott, Pacquet
109 Caroline Brake, Wabush - O
110 Marina Delaney St. Stephen's, Stephenville - O
111 Rita Arsenault, Social Impact Committee, Port aux Basques
112 Jennifer Gilingham, Port aux Basques Integrated School Board & John Herritt, Dr. Charles L. Legrow Health Centre, Port aux Basques
113 Pentecostal School Committee, Stephenville
114 Gillian Robson-Hoffe, Bay of Islands Assn. for the Visually Impaired, Corner Brook
115 Stewart Winsor, Deer Lake
116 Ruby Pitcher, Howley
117 Myrna Moss, Deer Lake
118 Bella Langdon, Cormack Pentecostal Church, Deer Lake
119 Leo Whelan, Superintendent, Humber-St. Barbe Roman Catholic School Board, Corner Brook
120 Robert Janes, Chairperson, Bay of Islands-St. George's/Burgeo/Ramea Int. School Board, Corner Brook
121 Pastor T. Carew, Norris Arm North
122 Shirley Wells, Stephenville
123 Douglas Young, Port aux Choix
124 Mr. & Mrs. Harold Chubb, Boswarlos
125 Lorne Taylor, Pasadena Home & School Association
126 Patricia Bennett, Home & School Assn, St. Peter's Academy, Benoit's Cove
127 Philip Pike, Mount Pearl
128 Richard Fitzpatrick, Winterland
129 Mr. & Mrs. Junior Sacrey, Pacquet
130 Alvohn Pilgrim, Griquet
131 Mrs. Henry Torraville, Rodgers Cove
132 Daisy Wiseman, Roberts Arm
133 Yvonne Pike, Mount Pearl
134 Sue Lush, Stephenville
135 Maureen MacDonald, Corner Brook
136 Robert Peddle, Roberts Arm
137 Glenys Penney, Roberts Arm
138 Blanche & Lawrence Freake, Grand Falls-Windsor
139 Curling Elementary Home & School Association, Corner Brook
140 Parish Council of Parish of Saints Peter and Paul, Bay Bulls
141 Pearl and Herbert Earle, St. Lunaire
142 Daphne Parr, St. Lunaire
143 Ferryland Roman Catholic School Board, Mobile
144 Willie Loder, Joint PTA's - Northshore Elementary, Templeton Collegiate & Cox's Cove Integrated Elementary
145 R. J. Lahey, Roman Catholic Diocese of St. George's, St. George's
146 Cheryl Cassell, Kippens
147 Eleanor Madore, Heatherton
148 St. Columcille Catholic Women's League, St. Fintan's
149 Neil Kinden, Robinson's Branch of the NTA, Robinsons
150 Myrtle Budden, Horwood
151 Concerned Parents of Grade Three, St. Edward's School, Placentia
152 Helen Jewer, Windsor
153 E. W. Canning, Jubilee Pentecostal Temple, Botwood
154 Yvonne Decker, Griquet
155 Mr. & Mrs. Stephen Decker, Lanse-au-Meadow
156 Mr. & Mrs. Lawrence Andrews, St. Lunaire
157 Joanne Winsor, Port Anson
158 Mr. & Mrs. Roy Winsor, Roberts Arm
159 Mr. & Mrs. Lawrence Heath, Roberts Arm
160 Mr. & Mrs. John Reid, Roberts Arm
161 Patsy Rowsell, Roberts Arm
162 Joan Pittman, Miles Cove
163 Muriel Noel, Clarkes Beach
164 Linda Hart & Shelley Budden, Horwood
165 Bruce Poole, Cottlesville
166 Jim Corrigan & Ruth Power, Trepassey Area Home and School Association, Trepassey
167 Maxine Penney, Horwood
168 Stephen Ashley, St. Lunaire
169 Maureen Pear-Noseworthy, Corner Brook
170 Hubert McGrath, Fatima Central High School, St. Bride's
171 John Harte, Superintendent, Placentia-St. Mary's Roman Catholic School Board, Placentia
172 Rob Perry, President, All Hallows Parent-Teacher Association, Corner Brook
173 Presentation Parent-Teacher Association, Corner Brook
174 Humber Branch - NTA, Corner Brook
175 Don Downer, Education, Sir Wilfred Grenfell College, Corner Brook
176 Staff, Regina High School, Corner Brook
177 Staff, Elwood Elementary School, Deer Lake
178 Gros Morne Branch, NTA, Norris Point
179 Pastor A. Parmenter, Port aux Basques
180 Charles Bachman, Chris Parsons, Angie King, Students, St. James Regional High also representing Social Impact Committee, Port aux Basques
181 Ken Mansfield, Stephenville
182 Gerald Smith, Principal, Our Lady of Lourdes Elementary, Stephenville
183 Roger Shears, Ottawa, Ont.
184 Keith Davis, Ottawa, Ont.
185 Patrick Merrigan, Grand Knight, Knights of Columbus, Our Lady of Perpetual Help Council, No. 2742, Stephenville
186 Appalachia Branch of NTA, Stephenville
187 Pamela Primmer, L. S. Eddy Memorial Collegiate, Stephenville
188 Rebecca Benoit, Stephenville
189 Pastor D. E. Hamel, Pentecostal Church, Stephenville
190 Rev. F. J. Mullowney Council of the Knights of Columbus, Trepassey
191 Mr. & Mrs. Fred March, Point au Bay
192 Pastor David Jamieson, Seventh-day Adventist Church, Corner Brook
193 Petition - People of Deer Lake
194 Petition - People of Howley
195 Petition - People of Cormack
196 Pastor W. J. Andrews, Creston Pentecostal Academy, Creston North
197 Samuel & Neva Decker, Griquet
198 Marjorie Morgan, Roberts Arm
199 Staff, Dunne Memorial Academy, St. Mary's Bay
200 Staff, Sacred Heart Elementary School, Marystown
201 Mike Siscoe, Superintendent, Roman Catholic School Board for the Burin Peninsula
202 Otto Lee, Botwood
203 David Vaters, Roberts Arm
204 V. Rowsell, Roberts Arm
205 Mr. & Mrs. Harry Peddle, Botwood
206 Albert White, Point of Bay
207 Pastor Eric Dawe, Clarenville Presbytery for the Pentecostal Community, Clarenville
208 Sr. Angela McGrath, Principal, St. Peter's Academy, Benoit's Cove
209 St. Patrick's Parish Council, Burin
210 Humber Valley Assn. for Independent Living
211 James Nolan, Principal, St. Francis Xavier High School, Long Harbour
212 Edward Godsell, Co-ordinator, Roman Catholic School Board for Burin, Marystown

213 Burin Peninsula Integrated School Board, Marystown
214 Rev. John Ellis Currey, Garnish
215 Anonymous, Roberts Arm
216 R. Guy, Windsor
217 J. Guy, Windsor
218 Gladys Fudge, Botwood
219 Elmo Purchase, Botwood
220 Victor Rowsell, Cottlesville
221 Vella Harris, Summerford
222 Anonymous, Channel, Port aux Basques
223 Mr. & Mrs. Allan Burden, Griquet
224 George & Dorothy Adams, Griquet
225 Anonymous, Marystown
226 Burin Peninsula Physical Education Special Interest Council, Marystown
227 Gordon Brockerville, Burin
228 David Reid, Bide Arm
229 Marion Anstey, Cottlesville
230 Mr. & Mrs. Ronald Philpott, Cottlesville
231 Anonymous, Main Brook
232 Lorne Reid, Miles Cove
233 Paul Harris, Goobies
234 Michael Luedee, St. Gerard's School, Corner Brook
235 Joy Hurley, Ship Cove
236 Mrs. Baxter Jewer, Botwood
237 Sterling Jenkins, Botwood
238 Gerald Bowering, Deer Lake
239 Ellen McInnis, St. Fintan's - O
240 Simeon Priddle & Edward Penney, McKays - O
241 Brendan Doyle, Codroy Valley Branch NTA - O
242 Randy Smith, Port aux Basques NTA Branch - O
243 Roger Ozon, Corner Brook - O
244 Charmaine Davis, Corner Brook - O
245 Greg Taffe, NTA Math Special Interest Council, Corner Brook - O
246 Margaret Barnes, Corner Brook - O
247 Elwood Elementary Home & School Association, Deer Lake - O
248 Mr. & Mrs. Reginald Lidstone, Botwood
249 Mr. & Mrs. Max Best, Botwood
250 Wallace & Sylvia Petten, Port de Grave
251 Mrs. Allan Patey, St. Lunaire
252 Verna Langdon, Botwood
253 Florence Patey, St. Lunaire
254 Austin Harte, Trepassey - O
255 Sister Corrigan, Trepassey - O
256 Jim Leonard, Jr. Placentia
257 Staff, Our Lady of Mount Carmel High, St. Mary's Bay
258 Parish Council, Fox Harbour
259 St. Francis Xavier Parish Council - Long Harbour
260 Mary Davis & Elizabeth Barron, Sacred Heart & St. Anne's Pastoral Council, Placentia
261 Pastoral Council, Southern Harbour
262 Catholic Women's League, St. Bride's - O
263 Cletis Canning, Placentia - O
264 Frank Galgay, Ferryland - O
265 Frank Smith, Ferryland - O
266 Naaman Canning, Roddickton
267 William Harris, New Chelsea
268 Basil Belbin, New Chelsea
269 Bride Belbin, New Chelsea
270 Dorothy Harris, New Chelsea
271 William Harris, New Melbourne
272 Viney Belbin, Carbonear
273 Alfred Belbin, Carbonear
274 Raymond & Effie Hodder, Horwood
275 Winnie Morey, Miles Cove
276 Krista Ball, Deer Lake
277 Mayor Charles Penwell, Town of Fortune, Fortune
278 Ivan Belbin, Botwood
279 Juanita Young, Springdale
280 Mr. & Mrs. Robert Pryor, Cottlesville
281 Margaret & Bramwell Flight, Cottlesville
282 Lizzie Bailey, New Chelsea
283 Elihu Bailey, New Chelsea
284 Evan Clarke, New Melbourne
285 Vivian Clarke, New Melbourne
286 Stephen Pynn, New Melbourne
287 Pearl Pynn, New Melbourne
288 Rita Pynn, New Melbourne
289 Grenfell Tucker, Straitsview
290 Parents in Lourdes
291 Petition - Westbay, Port au Port Peninsula
292 Lucy Harris, New Melbourne
293 Marjorie Harris, New Melbourne
294 H. Conway, Virgin Arm
295 Pastor W. T. Bowering, Raleigh
296 William Pynn, New Melbourne
297 Ern Warren, Clarenville
298 Bonavista/Trinity/Placentia Integrated School Board, Clarenville
299 Robert Parrott, Clarenville
300 Tom Moore, Seventh Day Adventist Church, Lethbridge
301 Frank Crews, President, Granforline Branch NTA, Grand Bank
302 Robert Hollett, President, Burin-Marystown Branch, NTA, Epworth
303 Partanna Academy PTA, Grand Bank
304 Pastor Hal Ohlmann, Seventh-day Adventist Church, Marystown
305 Teachers, St. Patrick's Elementary School, Burin
306 Program Co-ordinators, Burin Peninsula Integrated School Board, Marystown
307 John Lynch, Marystown
308 Allan Wright, Department of Education
309 Lodrick & Gladys Rowsell, Roddickton
310 Shirley Gillard, Roddickton
311 Gail Payne, Raleigh
312 Kenneth Payne, Raleigh
313 Bruce Mills, Hants Harbour
314 Ivy Mills, Hants Harbour
315 Pastor D. M. Bown, & Church Board, Redemption Pentecostal Church, Port Anson
316 Blanche Adams, Roddickton
317 Staff, St. Anne's Elementary School, St. Vincent's
318 Mr. & Mrs. Gilbert Cull, Roddickton
319 Pat Saunders, St. Lunaire-Griquet
320 Roxanne Reid, Bide Arm
321 Maxine Pilgrim, Roddickton
322 Nancy Carroll, Roddickton
323 Adrienne Weir, Roddickton
324 Melodie Edison, Roddickton
325 Deon Ellsworth, Bide Arm
326 Tammy-Lee Randell, Bide Arm
327 Lori Carroll, Roddickton
328 Keith Pardy, Roddickton
329 Yolanda Rideout, Roddickton
330 Dena Ellsworth, Bide Arm
331 Connie Weir, Roddickton
332 Ruby Carroll, Roddickton
333 Malcolm & Joan Reid, Springdale
334 Mr. & Mrs. Dexter Ralph, Baie Verte
335 Linda Jacobs, Clarkes Beach
336 John Pardy, Roddickton
337 Mrs. A. Froude, Windsor
338 Mr. & Mrs. Tom Canning, Roddickton
339 Simon Canning, Roddickton
340 Dennis Blake, Raleigh
341 Donna Blake, Raleigh
342 Vera Reid, Bide Arm
343 Sheilah Reid, Bide Arm
344 Administrators, Bay of Islands-St. George's/Burgeo/Ramea Int. School Board, Corner Brook
345 Shelly Fillier, Roddickton
346 Staff, A. C. Palmer Pentecostal System, Roddickton
347 Bay St. George South Area Development Association
348 Elaine Reid, Miles Cove, Green Bay
349 Staff, Ralph Harnum Memorial School, Hawkes Bay
350 Raymond & Lillian Norman, Roddickton
351 Lillian Norman, President, A. C. Palmer Pentecostal School PTA, Roddickton
352 Albert Ball, Calvary Pentecostal Temple, Roddickton
353 Silas & Edith Winsor, Springdale
354 Christine Manuel, Cape St. George
355 Hilary Rodrigues, Whitbourne

356 School Committee, Ralph Harnum Memorial School, Hawkes Bay
357 Robert Slaney, Marystown
358 Mrs. D. Grecian, Goulds
359 Bert & Annetta Mercer, Springdale
360 Evelyn Lundrigan, Sacred Heart Parish, St. Bride's, Placentia
361 Marjorie Budden, Roddickton
362 Roy Edison, Roddickton
363 Barbara Taylor, Raleigh
364 Nelson Bennett, Pasadena, NF
365 Shawn Burton, Port Anson
366 Donna Morey, Port Anson
367 Robert Rowsell, Port Anson
368 Marie Rowsell, Port Anson
369 Betty Morey, Port Anson
370 Tanis Cole, Port Anson
371 Andy Peckford, Port Anson
372 Jeffery Brown, Port Anson
373 Vanessa Rowsell, Port Anson
374 Steadman Smith, Port Anson
375 Golda Winsor, Port Anson
376 Denzil Morey, Port Anson
377 Dennis Morey, Port Anson
378 Dion Morey, Port Anson
379 Nicole Winsor, Port Anson
380 Cynthia Morey, Port Anson
381 Philip Morey, Port Anson
382 Jacqueline Paddock, Botwood
383 Shirley Rowsell, Port Anson
384 Junior & Joan Noble, Middle Arm
385 Clifford Cull, St. John's
386 Hosea Perry, Botwood
387 George & Donna Gill, Bishop's Falls
388 William Diamond, Botwood
389 Clifford Vineham, Botwood
390 Robert Mesher, Superintendent, Vinland/Strait of Belle Isle Integrated School Board
391 Pastor R. D. King, Pentecostal Assemblies Board of Education, Windsor
392 D. J. Hardy, Windsor
393 Yvonne Canning, Roddickton
394 Kevin Hillier, Griquet
395 Cecil Edison, Roddickton
396 Betty Edison, Roddickton
397 Christopher Amos, Principal, Grant Collegiate, Springdale
398 Grade 5 & 6 Students, (20), R. W. Parsons Academy, Roberts Arm
399 Robert Fifield, Roberts Arm
400 Ruth Fifield, South Brook
401 R. G. Peters, Springdale
402 Barbara Reid, Springdale
403 Larry Hurley, Little Burnt Bay
404 Walter Wells, Lewisporte
405 Pastor Robert Parsons, Dé Grau
406 Barry Cull, St. John's
407 Shawn & Brenda Henstridge, Springdale
408 Lewis Nichol, Lewisporte
409 Pleadie & Sadie Rimmer, Little Burnt Bay
410 Otto Vineham, Botwood
411 Karen Blake, Botwood
412 Sylvia Mills, Botwood
413 Olga White, Botwood
414 Leonard Vineham, Botwood
415 E. Pelley, Botwood
416 Mrs. Dave Vineham, Peterview
417 Wade Reid, Bide Arm
418 Graham & Ruby Reid, Bide Arm
419 Dorothy Janes, Springdale
422 Sister Mary Ryan, Principal, Sacred Heart Elementary School, Brent's Cove
423 Donna Pollard, Baie Verte
424 R. F. Hynes, Manuels
425 Paul Sheppard, Lewisporte
426 Janice Dunn & Philip Cull, Clarenville
427 Kelvin Kelleher, Green Bay NTA Branch, Springdale
428 Louise Peckford, Botwood
429 Eugene & Lorraine Gill, Botwood
430 Teachers, PTA & School Committee, Beachside Pentecostal Academy, Beachside
431 Cyril Griffin, Carbonear
432 Mr. & Mrs. Wayne Hoyles, Hare Bay
433 Kirk Anderson, Bonne Bay Central High School, Woody Point
434 Elizabeth Dawe, Botwood
435 Pearce and Agnes Anstey, Cottlesville
436 Edward Downey, Chairperson, The Committee for the Advancement of Education for the Gifted, Baie Verte Peninsula Branch NTA, Baie Verte
437 E. Burton Pentecostal School Committee, Pacquet
438 Pastor Paul Foster, Chairperson, Charisma Pentecostal System School Committee, Springdale
439 M. W. Jeans Pentecostal Academy Home & School Association & Local School Committee, Burlington
440 D. J. Mercer, Charisma PTA, Springdale
441 Veronica Noftall, President, Catholic Women's League, Fleur de Lys
442 Vivian Clarke, Springdale
443 E. Wells, Botwood
444 Don & Sharon Bennett, Embree
445 Brian & Brenda Bursey, Embree
446 Sandy Burt, Virgin Arm
447 Millicent Tucker, Straitsview
448 Mary Elms, Chairperson, Oceanview Pentecostal . Academy Action Committee, Ming's Bight
449 Alvin Burt, Virgin Arm
450 Deana Young, Springdale
451 William Gill, Botwood
452 Owen & Edith Foss, Embree
453 Knights of Columbus, Bishop's Falls, Norris Arm, & Grand Falls-Windsor
454 G. L. Moss, Superintendent, Green Bay Integrated School Board, Springdale
455 Alvin Hewlett, MHA, Green Bay District
456 Craig B. Lane, Peterborough, Ontario
457 Irving & Marie Bursey, Makinsons
458 Student Ad Hoc Committee, R. W. Parsons Collegiate, Roberts Arm
459 Ross Canning, Vice Principal, Middle Arm Pentecostal School & Local Action Committee, Middle Arm
460 Patricia Downey, St. Pius X Elementary School, Baie Verte
461 Carl & Sylvia Collins, Hare Bay
462 Pastor C. W. Hoyles, Hare Bay Pentecostal Church, Hare Bay
463 Edna Roberts, President, Home and School Assn. for Carbonear Integrated Collegiate & Davis Elementary School, Carbonear
464 Pastor D. G. Vaters, Chairperson, Local Action Committee, Robert's Arm Pentecostal School System
465 Pastor Ted Pilgrim, Chairperson, Local Action Committee, Pentecostal Academy, South Brook
466 Local Education Committee, Ascension System, Avalon North Int. School Board, Bay Roberts
467 Mildred Hillier, Griquet
468 Madeline Drover, Catholic Women's League of Canada, Baie Verte
469 Mrs. W. Cull, Lewisporte
470 Esther Saunders, Middle Arm
471 Mr. & Mrs. Moody Burt, Virgin Arm
472 Shirley Randell, Embree
473 Petition - Pastor D. King
474 Sister M. Paulette Nugent, St. Clare's Central High School, Carbonear
475 Pastor Brendan J. McCarthy, St. Patrick's Parish, Carbonear
476 Harbour Grace Integrated Home & School Assn., Harbour Grace
477 Wayne & Maxine Manuel, Burlington
478 Linda Brett, Chairperson, Central Newfoundland Community College, Senior High Committee, Springdale
479 Pastor David King, Bethel Pentecostal School Committee, Victoria
480 Derek Hiscock, Principal, Bethel Pentecostal Academy,

Victoria
481 Bethel Pentecostal Academy PTA, Victoria
482 Pastor Lewis Smith & Pastor G. Langdon, Harbour Grace
483 Bert Twyne, Chairperson, Brief Committee, Philadelphia Pentecostal Tabernacle, Lewisporte
484 Leo Mackey, Chairperson, Concerned Parents' Committee, Carbonear
485 Max Paddock, Chairperson, Port de Grave PTA, Bareneed
486 Barbara Bartlett, President, All Hallows Home & School Assn. North River
487 Clyde Jackman, Baine Harbour
488 Valda & Bill Pitcher, Embree
489 Doris & Eric Curtis, Brown's Arm
490 Gladys Curtis, Brown's Arm
491 Viola & Whyman Hill, Little Burnt Bay
492 Greta Hoddinott, Embree
493 Sacred Heart School, Curling
494 Sandra Whelan, President, St. Joseph's Elementary School Home & School Assn, Heart's Desire
495 Gwen Simmons, President, The Crusader Assn., Parents' Assn. of St. Francis Central High School, Harbour Grace
496 Alfred Stacey, Carbonear
497 Rev. Lawrence Sipe & Raymond Bow a, Port aux Basques Integrated School Board, Port aux Basques
498 Debra Mugford, Clarke's Beach
499 Audrey Randell, Little Burnt Bay
500 Jacqueline Down, Grand Falls-Windsor
501 Staff, All Hallows Elementary, North River
502 Staff, Port de Grave Pentecostal School, Port de Grave
503 Zone 14 Presbytery, PAON, Port de Grave and area
504 Pentecostal School Committee, Port de Grave
505 Ann Venters, Carbonear
506 Area Council of Harbour Grace & Carbonear
507 Pentecostal Action Committee, Baie Verte, Seal Cove, Wild Cove
508 Brother A. F. Brennan, Antigua
509 Mr. & Mrs. Brymer Cousins, Clarke's Beach
510 Calvin Saunders, Burlington
511 Phyllis Saunders, Burlington
512 Cindy Saunders, Burlington
513 Enurchas Atkinson, Embree
514 Edith & Harvey Foss, Lewisporte
515 Staff, St. Theresa's Elementary School, Fleur de Lys
516 Pastor George Dawe, Grand Falls-Windsor
517 Brother S. Whitty, St. Francis Catholic High School, Harbour Grace
518 Henry Sutton, Principal, Ingornachoix Bay Elementary School, Hawke's Bay
519 Donald Rankin, Port Saunders - O
520 Iris Decker, Aurora Branch of the NTA, St. Anthony
521 Garrigus School System, Calvary Pentecostal Tabernacle, Garrigus School Committee, St. Lunaire-Griquet
522 Staff, Evely Collegiate, Roddickton
523 Bide Arm-Roddickton Home & School Assn., Roddickton
524 Pauline Reid, A. C. Palmer Pentecostal Collegiate, Roddickton
525 Pastor Raymond Pitcher, Bide Arm Pentecostal Church, Bide Arm
526 Pentecostal Church Board, Roddickton
527 Staff, St. Joseph's All Grade School, Croque
528 Marilyn Decker, Embree
529 Ruby Nippard, Lewisporte
530 Julie Sheppard, Embree
531 Everett & Greta Grimes, Grand Falls-Windsor
532 Mamie Rowsell, Embree
533 Joyce Hoddinott, Embree
534 Arthur & Marie Tuck, Grand Falls-Windsor
535 Lenuel & Yvonne Smith, Port de Grave
536 Jeanette Wall, Campbellton
537 Len & Inez Reid, Miles Cove
538 Craig Petten, Port de Grave
539 Mr. & Mrs. Cecil Taylor, Makinsons
540 Bill Nippard, Grand Falls-Windsor
541 Pastor James Nippard, Lewisporte
542 Mr. & Mrs. L. W. Stratton, Grand Falls-Windsor
543 Stanley Sparkes, Glovertown Literary Creations, Glovertown
544 Quincy Sheppard, Embree
545 Marilyn Hardy, Grand Falls-Windsor
546 Evelyn Sharron, Botwood
547 Junior Hill, Embree
548 Beverly Chatman, Miles Cove
549 Eileen Young, St. John's
550 Susie Young, Springdale
551 Margaret Barnes, Parish Council of Parish of Our Lady Star of the Sea, Benoit's Cove
552 Pauline Freake, Lewisporte
553 Francis Smith, Gander-Bonavista-Connaigre Roman Catholic School Board
554 Lloyd King, Windsor
555 Mr. & Mrs. Rodger Foss, Embree
556 Joy Sceviour, President, Community College Senior High Educators, Lewisporte
557 Randy Burt, Botwood
558 Local Action Committee, L. P. Purchase Pentecostal Academy, Botwood
559 R. D. Wilkins, Superintendent, Pentecostal Assemblies Board of Education, Windsor
560 Petition - Rev. Eugene Morris, St. Joseph's Parish Pastoral Council, Grand Falls-Windsor
561 Sarah Dwyer, Our Lady of Mount Carmel Roman Catholic Church Parish Council & The PTA of Carmel Collegiate Roman Catholic School, Norris Arm
562 John Sutherland, Co-ordinator, Notre Dame Int. School Bd., Lewisporte
563 Co-ordinators & Teachers of the Fine Arts Subjects, Exploits-Valley School Board, Grand Falls-Windsor
564 Staffs, Ralph Laite Pentecostal Collegiate & Academy, Lewisporte
565 Derek Sharron, Local Action Committee, F.G. Bursey Memorial Collegiate, Grand Falls-Windsor
566 A. Lush, Chairperson, Pentecostal Elementary School Committee, Badger
567 J. W. Hunt, Superintendent, Notre Dame Integrated School Board, Lewisporte
568 Edward Sheppard, Principal, The School Committee of Ralph Laite Pentecostal Collegiate & Academy, Lewisporte
569 Jack Waye, Superintendent, Terra Nova-Cape Freels Integrated School Board
570 Eldon Stride, Embree
571 Melinda Janes, Embree
572 Wanda Wheeler, Embree
573 Anonymous, Embree
574 St. Theresa's Parish, Buchans
575 Bertha Stride, Embree
576 Dale & Cathy Foss, Lewisporte
577 Pastor George Dawe, Local Action Committee, Windsor Pentecostal Elementary School, Windsor
578 Hubert & Pansy Porter, Porterville
579 Parish Council, Baie Verte-Fleur de Lys-Coachman's Cove
580 Jane Dawe, Long Pond
581 Exploits Valley Integrated School Board, Grand Falls-Windsor
582 Gary House, Terra Nova Cape Freels Int. School Board, Gander
583 Robert Foss, Lewisporte
584 Sherman Goulding, Pentecostal Teachers' Fellowship, Grand Falls-Windsor
585 Calvary Pentecostal Tabernacle, Bishop's Falls
586 Mr. & Mrs. David Chaulk, Embree
587 Claire Walker, Catholic Women's League, Sacred Heart Parish, Curling
588 Clair W. Bell, New Chelsea
589 Pastor George Dawe, Chairperson, Brief Committee, Windsor Pentecostal Tabernacle, Grand Falls-Windsor
590 Herb Pack, Chairperson, Central Regional Co-ordinators Special Interest Council, Gander
591 Ronald Mercer, Parents Association, Avoca Collegiate, Badger

BEST COPY AVAILABLE

592 Kevin Manuel, Assistant Superintendent, Exploit's-White Bay Roman Catholic , Gander-Bon-Conn Roman Catholic , Green Bay Int., Notre Dame Int., Pentecostal Assemblies Board, Terra Nova/Cape Freels Int., Lewisporte
593 Tom Kendell, Exploits Valley Branch - NTA, Grand Falls-Windsor
594 George Burke, Roman Catholic School Board Exploits-White Bay, Grand Falls-Windsor
595 Executive, Central Region NTA, School Administrators' Association, Grand Falls-Windsor
596 Florence Paul, Gander Association for Community Living, Gander
597 Bernadette St. Croix, President, St. Joseph's Home & School Association, Gander
598 Debra & Frank Lush, Burlington
599 Maxwell Bussey, Durrell
600 Pastor C. Kippenhuck, Chairperson, Local School Committee, Point of Bay
601 Rivlyn Galway, Ganova Branch, NTA, Gander
602 Anonymous Brief, St. John's
603 Paula Hayes, Chairperson, Systems Approach for Family Enrichment Committee, Grand Falls-Windsor
604 Helen Day, President, Notre Dame Branch NTA, Lewisporte
605 Chris Vincent, President, NTA Physical Education Special Interest Council, Lewisporte
606 John Twyne, Lewisporte
607 Wallace & Bernice Fifield, Lewisporte
608 Student Council, Grand Falls Academy High School
609 Good Tidings Pentecostal Assembly, Port Saunders (26 names)
610 Stephanie Hedderson, St. Lunaire
611 Bill and Pearl Jenkins, Summerford
612 Carson Herrick, President, Topsail Elementary PTA, Conception Bay South
613 Dr. Jim Jeffery, Superintendent, Seventh-Day Adventist School Board, St. John's
614 A. Roberts, Chairperson, Baie Verte Peninsula Community Futures Committee/Business Development Corp., Baie Verte
615 Sr. Bernadette Aucoin, St. John the Apostle Parish, Brent's Cove
616 Jim Boone, Keystone Pentecostal Church, Springdale - O
617 Bill Brake, Springdale - O
618 Max Trask, Superintendent, Avalon North Integrated School Board, Carbonear
619 St. Columba Home & School Assn., Harbour Grace
620 Pastoral Council, Immaculate Conception Parish, Harbour Grace
621 Mary McLaughlin, Chairperson, Immaculate Conception Cathedral Parish Council, Grand Falls-Windsor
622 B. Penney, Grand Falls-Windsor
623 Perry Penney, Springdale
624 Allison Hunter, Grand Falls-Windsor
625 Juanita & Robert Tremblett, St. Phillips
626 Debbie Mallard, President, Helen Tulk Elementary Parents' Association, Bishop's Falls
627 Jim Philpott
628 Evelyn Biggin, Port Saunders
629 Brother Murphy, Congregation of Christian Brothers, St. John's
630 Daisy Burden, Summerford
631 Beverly Elson, Botwood
632 John Thomas, Botwood
633 Violet Elson, Botwood
634 Verna Harvey, President, Upper Gullies Elementary School, Upper Gullies
635 Eileen Doucette, St. John's
636 Adam Clarke, Botwood
637 Joy Klumpenhowwer, Gowanstown, Ont.
638 Martin Cooper, Fairbank
639 Shirley Hibbs, Catholic Women's League of Canada, Mary Queen of the World Council, Mount Pearl
640 Richard & Faye Moody, St. John's
641 Lois Bowering, Miles Cove
642 Rosalee Gould, Port Saunders
643 Herma Young, Port au Choix
644 Sharon Henstridge, Triton
645 Henry Ash, President, Kiwanis Club of Kelligrews, Kelligrews
646 Barbara Lane, Botwood
647 T. O'Brien, Children's Rehabilitation Centre, St. John's
648 Flossie Hewlett, Robert's Arm
649 Beverly Lavers, Port aux Choix
650 Mr. & Mrs. Ray House, Sr., Hawkes Bay
651 Janice Reid, Hawkes Bay
652 Lily Hewlett, Robert's Arm
653 Sheila Wells, Little Burnt Bay
654 Mr. & Mrs. Cedric Burt, Virgin Arm
655 Jerry Vink, Nfld.-Labrador Human Rights Association, St. John's
656 Richard Harvey, President, NTA School Administrators' Council, St. John's
657 David Gill, Chairperson, Conception Bay South Integrated School Board, Manuels
658 Sr. Rosemary Ryan, Sisters of Mercy Generalate, St. John's
659 J. Oakley, Chairperson, Avalon Consolidated School Board, St. John's
660 Chris Murphy, President, Nfld. Assn. of Speech-Language Pathologists and Audiologists, St. John's
661 Alice Furlong on behalf of a group of concerned parents, St. John's
662 Sylvie Sinave, La Federation des Parents Francophones de Terre-Neuve et du Labrador, St. John's
663 Glad Tidings Pentecostal Tabernacle, Embree
664 Joan Patey, Labrador City
665 Clarence Oxford, Springdale
666 Peter Walbourne, Grand Knight, Knights of Columbus, Badger
667 Michael Edmunds, Kilbride
668 Colin Higgs, School of Physical Ed. and Athletics, MUN
669 Staff, Eugene Vaters Pentecostal Academy, St. John's
670 Brian Shortall, Roman Catholic School Board for St. John's, St. John's
671 NTA Co-ordinators' Special Interest Council, St. John's
672 Daphne Osmond, Port au Choix
673 Robert & Glenda Bursey, Hawkes Bay
674 Geoffrey Carnell, President, St. John's Board of Trade, St. John's
675 Staff, St. Joseph's Elementary School, Harbour Main
676 Renetta Roberts, Botwood
677 Rosalind Winsor, Robert's Arm
678 Mary Queen of the World Parish Council, Mount Pearl
679 Eileen Furlong, President, English Council of the NTA, Mount Pearl
680 Pastoral Council of Assumption Parish, Avondale
681 Steven Wolinetz, Chairperson, Nfld. & Labrador Home & School Federation, St. John's Area Council, St. John's
682 Staff, Assumption Junior High School, Avondale
683 Roger Downer, Vera Perlin Society, St. John's
684 James Wright, Park Avenue Pentecostal Assembly, Mount Pearl
685 Ross Klein, President, Newfoundland Association of Social Workers, St. John's
686 Rosalind Smith, President, Religious Education Special Interest Council of NTA, Foxtrap
687 Sandra and Norman Mercer, Mount Pearl
688 Madeline Tilley, President, Kiwanettes of Kelligrews, Kelligrews
689 Mr. & Mrs. Oliver Anstey, Summerford
690 Janice Peckford, Youth of 1991, Hillgrade
691 Sharron Byrnes, Agencies for School Health, St. John's
692 Danny Boyde, Peterborough, Ont.
693 Jerden Bennett, Baytona
694 M. Ralph, Local School Committee, G. Shaw Collegiate, Chapel Island
695 Myrtis Guy, President, NTA Women's Issues in Education Special Interest Council, Twillingate
696 Fred MacLean, Superintendent, Labrador East Integrated School Board, Happy Valley-Goose Bay
697 Myrle Vokey, Newfoundland & Labrador School

Trustees' Association, St. John's
698 Thomas Moore, Mount Pearl
699 Rita Keating, President, Catholic Women's League, Immaculate Conception Council, Colliers
700 Frank King, Stoneville
701 Brian & Janice Head, Lewisporte
702 Olive Paddock, Springdale
703 Don Bragg, President, Autism Society of Newfoundland & Labrador, Mount Pearl
704 Norma Ward, Barrie, Ont.
705 M. W. Jeans, Birchy Bay
706 Northern Lights Academy, Rigolet
707 St. Anne's School, Conception Harbour
708 Hubert Furey, Superintendent, Roman Catholic School Board for Conception Bay Centre, Avondale
709 Mary Ings, Virgin Arm
710 Parents, Twillingate
711 Kathleen Giles, Burlington
712 Allen Giles, Burlington
713 B. L. Morrison Pentecostal School Committee, Postville
714 Staff, B. L. Morrison Pentecostal School, Postville
715 Melvin Penney, M.H.A., Lewisporte
716 Bernard Woodfine, Principal, Buchans
717 John Murley, Botwood
718 Crystal LeFresne, Chairperson, Notre Dame Academy PTA, Grand Falls-Windsor
719 Mary Edwards, President, Catholic Women's League of Canada, Cathedral Parish, Grand Falls-Windsor
720 Father Ronald M. Bromley, Sacred Heart Parish, Bishop's Falls
721 Pastoral Council, Sacred Heart Parish, Bishop's Falls
722 Exploits Association for Community Living, Grand Falls-Windsor
723 St. Michael's High School, PTA, & Student Council, Grand Falls-Windsor
724 Robert Jackman, Principal, Amos Comenius Memorial School, Hopedale
725 Faith Shugle, Coastal Labrador North Branch of NTA, Nain
726 Provincial Council of Special Services, Gander
727 Karen Murray, President, Music Council of the NTA, Gander
728 Peter Gamwell, Gander
729 Evangel Pentecostal Church, Gander
730 Nick Soper, English Co-ordinator, Gander - O
731 Wayne Ings, Virgin Arm
732 Elva Ings, Virgin Arm
733 Economic Council of Newfoundland & Labrador, St. John's
734 Penelope Rowe, Community Services Council, St. John's
735 Nfld. & Labrador Home and School Federation, St. John's
736 Susie Robert's, Charlottetown, Labrador
737 Marguerite Wiseman, Robert's Arm
738 Michael Hearn, Chairperson, St. Joseph's Roman Catholic Parish Council, Gander
739 J. Mercer, Queen Elizabeth Regional High, Foxtrap
740 Petition - Christine Butler, President, All Saints Primary School PTA, Foxtrap
741 Martin Suter, Mayor, The Conception Bay South Town Council, Manuels
742 Guy Badcock, President, Paradise Elementary School PTA, Paradise
743 Mary Furey, Coalition for Quality of Education, Avondale
744 David Beck, Chairperson, 1st Topsail Group Committee, Boy Scouts, Manuels
745 Shirley Parsons, Conception Bay South Lioness Club, Manuels
746 Petition, Fred Kirby Intermediate School, Foxtrap
747 E. A. Butler & Cassidy Elementary PTA, Cartyville
748 Mr. & Mrs. Jim Biggin, Port Saunders
749 Pastor R. M. Wilkins, Bethel Pentecostal Tabernacle, Hawkes Bay
750 Nancy & Wade Winsor, Triton
751 Barbara Hibbs, Triton
752 Allan Quinlan, Birchy Bay
753 John George, St. Joseph's Parish Council, Harbour Breton
754 Staff, St. Joseph's School, Harbour Breton
755 Everard Davidge, Superintendent, Bay d'Espoir Integrated School Board, English Harbour West
756 Joyce Martin-Stuckless, President, Twillingate NTA Branch, Twillingate
757 Max Rice, Principal, Twillingate Island Elementary School, Twillingate
758 Annie Blake, President, J.M. Olds Collegiate PTA, Twillingate
759 Jack Harrington, President, Bay d'Espoir Branch of NTA, Bay d'Espoir
760 Frank Meade, Principal, Greenwood High School, Milltown
761 Wayne Hallett, Co-ordinator, Bay D'Espoir-Hermitage-Fortune Bay Int. School Board, English Harbour West
762 Holy Cross School System, St. Alban's
763 Graden & Juanita Vincent, Triton
764 Staff, William Gillett Pentecostal Academy, Charlottetown, Labrador
765 Norma Ward, Barrie, Ont.
766 Carolyn Rumball, Belleville, Ont.
767 Ray Hendriks, Rhema Christian School, Peterborough, Ont.
768 Pastor B. F. Swift, Causeway Christian Assembly, Pent. Assemblies of Canada, Ennismore, Ont.
769 Darlene Turnbull, Charlottetown, Labrador
770 Mr. & Mrs. Lindsay Cadwell, Charlottetown, Labrador
771 Cyril, Judy, Jarrod, Jenine & Owen Roberts, Triton
772 Pastor D. Wayne Noble, Mount Zion Pentecostal Assembly, Gaultois
773 Harvey Bulgin, Summerford
774 Marie Rice, Fairbank
775 Pearl Tucker, Gander
776 Robbie Cooper, Charlottetown, Labrador
777 Cathy Cooper, Charlottetown, Labrador
778 Paul Kippenhuck, Charlottetown, Labrador
779 Florence Kippenhuck, Charlottetown, Labrador
780 G. Jefferies, Principal, Wm. Gillett Academy, Charlottetown, Labrador
781 Garfield Warren, MHA, Torngat Mountains District, St. John's
782 Pastor Barry D. Pelley, Calvary Temple, Charlottetown, Labrador
783 Wilmore Newman, Triton
784 Fern Winsor, Triton
785 Mark Whitmore, St. John's
786 Petition - E. Burton Pentecostal School, Pacquet
787 Augustus Roberts, Triton
788 Boyce & Velma Roberts, Triton
789 Charlene Roberts, Triton
790 Mr. & Mrs. Clayton Vincent, Triton
791 Aubrey & Sandra Colbourne, Triton
792 John Rumbolt, Port Hope Simpson
793 Betty Boone, Triton
794 Mr. & Mrs. Ford Fudge, Triton
795 Maxine Roberts, Triton
796 Chris & Lorraine Morris, Norris Arm North
797 Marilyn Butt, Clarenville
798 Phoebe Rumbolt, Port Hope Simpson
799 Terry Turnbull, Charlottetown, Labrador
800 Frank Clark, Charlottetown, Labrador
801 Laura Turnbull, Charlottetown, Labrador
802 Rosie Campbell, Charlottetown, Labrador
803 Ruth & Lewis Cadwell, Charlottetown, Labrador
804 Fannie Turnbull, Charlottetown, Labrador
805 Henry Turnbull, Charlottetown, Labrador
806 John Turnbull, Charlottetown, Labrador
807 Annie Turnbull, Charlottetown, Labrador
808 Mr. & Mrs. Alma Roberts, Triton
809 Jaunice & Wayne Lush, Triton
810 Bonnie Roberts, Triton
811 Gertie & Harvey Roberts, Triton
812 Mr. & Mrs. Wade Smith, Triton
813 Corin Winsor, Triton
814 Evelyn Winsor, Triton
815 Lindy & Winnie Vincent, Triton

816 Mr. & Mrs. Calvin Snow, Triton
817 Marina & Boyce Taylor, Triton
818 Allan & Geraldine Roberts, Triton
819 Wilmore Roberts, Triton
820 Ira Fudge, Triton
821 Charlene Winsor, Triton
822 Rosalie Roberts, Triton
823 Mr. & Mrs. Dawson Roberts, Triton
824 Rudy Roberts, Triton
825 Carson Winsor, Triton
826 Shelly Williams, Triton
827 Jill Hibbs, Triton
828 Danny Morey, Port Anson
829 Philip Morey, Port Anson
830 Jason Morey, Port Anson
831 Trevor Taylor, Port Anson
832 Sheldon Smith, Port Anson
833 Glenda Burton, Port Anson
834 Gregory Pinsent, Miles Cove
835 Clint Pittman, Miles Cove
836 Michael Taylor, Miles Cove
837 Paula Rowsell, Miles Cove
838 Kayla Fifield, Robert's Arm
839 Petrina Rowsell, Robert's Arm
840 Ryan Hewlett, Robert's Arm
841 Sonya Weir, Robert's Arm
842 Jennifer Heath, Robert's Arm
843 Joclyn Wiseman, Robert's Arm
844 Trent Miller, Robert's Arm
845 Tonya Rowsell, Robert's Arm
846 Marsha Roberts, Triton
847 Janice Heath, Robert's Arm
848 Ruth Peddle, Robert's Arm
849 Craig Wiseman, Robert's Arm
850 Cavelle Fudge, Brighton
851 Paula Fudge, Brighton
852 Mark Fudge, Brighton
853 Brenda Budgell, President, Inglis Memorial Parents' Association, Bishop's Falls
854 Pastor D. J. Steeves, Midnight Cry Pentecostal Church, Middle Arm
855 Pastor Barry Pelley, Charlottetown, Labrador
856 Bonnie Pelley, Charlottetown, Labrador
857 Port Hope Simpson Local School Committee & Staff, D. C. Young Pentecostal School, Port Hope Simpson
858 Paul Young, Calgary, Alberta
859 Richard Thorne, Labrador City
860 Mr. & Mrs. Greg Osmond, Portugal Cove
861 Anne Gallant, Stephenville
862 Hope Fleming, Calgary, Alberta
863 Edward Gillard, Fairbank
864 Gerald Head, Town Clerk, Comfort Cove-Newstead
865 L. P. Visentin, Chairperson, Newfoundland and Labrador Science and Technology Advisory Council, St. John's
866 Roy Belbin, Grand Falls-Windsor
867 Stephanie Bridger, Triton
868 Mr. & Mrs. Clyde Roberts, Triton
869 Mervin Roberts, Triton
870 Pastor Rex Boone, Postville
871 Daphne Fudge, Ross Fudge, Sheila Priddle & Don Mews, Postville
872 Community Council of Hopedale, Hopedale
873 Local School Committee & Jens Haven Memorial School, Nain
874 William Anderson III, Labrador Inuit Association, Nain
875 John Murphy, Nain
876 Torngasuk - Cultural Society, Nain - O
877 Eileen Chaulk, Makkovik
878 Tim McNeil, Health Career Counsellor, Nain - O
879 Jean Winsor, Triton
880 F. Buffett, Students of Education A6470, MUN
881 Pastor James Peckford, Hillgrade
882 Maisie & Willie Rodgers, Triton
883 Audrey Fudge, Triton
884 Betty Luff, Maranatha Pentecostal Church, Brown's Arm
885 Pastor & Mrs. G. R. Quinlan, Brighton
886 Mr. & Mrs. Francis Henstridge, Triton
887 David Vincent, Triton
888 Clayton & Beryl Roberts, Triton
889 Georgette Parsons, Triton
890 William Mugford, Gander
891 Mr. & Mrs. Derek Perchard, Mount Pearl
892 Deborah Redfern, Anti-Poverty Committee of the Coalition, Coalition for Equality, Paradise
893 Albert Paddock, Robert's Arm
894 Eva Whitmore, St. John's
895 Clarence Verge, Triton
896 Jack & Kay Winsor, Triton
897 Brinton & Phyllis Roberts, Triton
898 Orsin & Susan Budgell, Triton
899 Guidance Counsellors, Bay St. George Region, Stephenville
900 Dianne Squarey & Judy Parsons, Corner Brook
901 Petition - Kay Jefford, Chairperson, St. George's Elementary School Parent Committee, Manuels
902 Sam Connors, Mayor, Town Council of Pouch Cove, Pouch Cove
903 Everett & Nellie Roberts, Triton
904 Paul Lush, Peterborough, Ontario
905 Cyril Brown, Pools Cove
906 Judy Edwards, Horwood
907 St. Aidan's Primary School, Plate Cove East, Sts. Peter & Paul Elementary School & St. Mark's Central High School, King's Cove
908 June Walls, Nfld. & Labrador Assn. of Occupational Therapists
909 Robert Young, Corner Brook
910 Bonavista Zone, Eastern District, Pentecostal Assemblies of Newfoundland, Bonavista
911 Pastor R. A. Callahan, Bethesda Pentecostal Church, St. John's
912 Frank Smith, Newfoundland and Labrador Assn. of Superintendents of Education, Gander
913 Patricia Barrett, Botwood
914 Parents, Our Lady of the Cape School, Cape St. George
915 Staff, Our Lady of the Cape School, Cape St. Georges
916 Local Education Committee, Zone 5, Terra Nova Cape Freels Int. School Board, Centreville
917 Simeon Priddle, Vice-Principal, Cassidy Memorial Elementary & Edward Penney, Principal, E.A. Butler Memorial High, Cartyville
918 Howard Bridger, Triton
919 Rudy Porter, President, Bremco Branch of the NTA, Englee
920 Eric Hillier, President, Nfld. & Labrador Conference of the United Church of Canada, St. John's
921 Wayne Perry, Chairperson, Local Education Committee, (Greenspond-Newtown), Wesleyville
922 Bishop White All Grade School, Port Rexton
923 Aubrey Dawe, Catalina Elementary PTA, Catalina
924 Staff, St. Catherine's School, Port Union
925 Anglican Diocese of Central Newfoundland, Bonavista Deanery, Bonavista
926 Roger Taylor, Principal, J. R. Smallwood Collegiate, Wabush
927 Msgr. Denis Walsh, Vicar General, Canadian Catholic School Trustees Association, Edmonton, Alberta
928 Eugene & Sylvia Bridger, Triton
929 Petition - Emmanuel Pentecostal Church, Virgin Arm - Carter's Cove
930 Alice Mackey, President, St. Joseph's Elementary PTA, Carbonear
931 Pastor R. J. Mills, Elim Pentecostal Tabernacle, St. John's
932 Council of Priests Archdiocese, St. John's
933 Pastor E. L. Rowe, Eugene Vaters Local School Committee, St. John's
934 Gerald Fallon, Catholic Education Council, St. John's
935 Wendy Williams, President, Provincial Advisory Council on the Status of Women, Nfld. & Labrador, St. John's
936 Robert Tremblett, President, Eugene Vaters Home & School Association, St. John's

937 C. F. Furey, Chairperson, Basilica Parish Pastoral Council, St. John's
938 Kevin Tracey, Roman Catholic Archdiocese of St. John's, St. John's
939 Janet Henley-Andrews, St. Pius X PTA, St. John's
940 Pastor R. K. King, Chairperson, Pentecostal Education Council, St. John's
941 Joint Diocesan Committee of The Anglican Church, St. John's
942 W. L. Andrews, President, Integrated Education Council, St. John's
943 Maureen Connolly, St. John's
944 Jane Cox, President, St. Anthony & District Home & School Association, St. Anthony
945 John Carew, The Salvation Army in Newfoundland and Labrador, St. John's
946 Mary Beth Wright, Canadian Parents for French, St. John's
947 St. Michael's & St. Agnes PTA, Flatrock & Pouch Cove
948 Susan Duffett, St. Lawrence Elementary PTA, Portugal Cove
949 Brendan Croskery, Arlington, Massachusetts
950 Dennis King, Scarborough, Ont.
951 Madonna May, Charlottetown, Labrador
952 Eugene May, Charlottetown, Labrador
953 Teresa Edney, President, Newfoundland & Labrador Assn. for Spina Bifida and Hydrocephalus, St. John's
954 Margaret Hammond, Holy Trinity Parish Council, Torbay
955 Anne Furlong, Chairperson, Spiritual Assembly of the Baha'is of St. John's, St. John's
956 Gregory Wood, St. John's
957 Brother Barry Lynch, Brother T. I. Murphy Centre Advisory Board, St. John's
958 R. J. Burnell, Newfoundland Hospital and Nursing Home Association, St. John's
959 Sister Marie Ryan, Presentation Sisters, St. John's
960 Gary Roberts, Alcohol & Drug Dependency Commission, St. John's
961 William McKim, St. Phillips
962 Community Services Council, R.E.A.D.Y. Centre, St. John's
963 Rod Chafe, Cabot Institute, St. John's
964 Pastor Paul Pattison, The Worship Centre, St. John's
965 Joint Presentation of IEC, PEC, & CEC, St. John's
966 Marian Crowley, President, Holy Trinity Elementary & High Schools PTA, Torbay
967 R. Morris, Newfoundland and Labrador Association for Gifted Children, St. John's
968 Geraldine Frost, President, The Learning Disabilities Association of Newfoundland & Labrador, St. John's
969 T. R. Vatcher, Greenwood Home & School Association, Milltown
970 Bonnie Woodworth, Labrador City
971 David Goulding, Salvation Army Youth Assessment Centre, St. John's
972 Cyril Cutler, Principal, Centreville-Wareham Elementary, Centreville
973 Nick Hurley, Superintendent, Conception Bay North Roman Catholic School Board, Carbonear
974 Dave Mallen, President, St. John's Centre Branch of the NTA, St. John's
975 Kevin Brewer, President, Eastern Newfoundland Science Fairs Council, St. John's
976 Rick Penney, Junior Achievement of Newfoundland and Labrador, St. John's
977 Rene Enguehard, Le Comite de Parents Francophones, St. John's
978 Pastor Ewen Butler, The Philosophy of Christian Education Class for Pentecostal Student Teachers, St. John's
979 Darlene Warbanski, President, St. Philip's PTA, Paradise
980 James & Enid Butler, Mount Pearl
981 Pastor Truman Robinson, Chairperson, Keystone Assembly of God, Springdale
982 Beverley Perry, Windsor
983 George & Shirley Coles, Summerford
984 Pastor Gifford, Chairperson, Inter-Island Pentecostal Academy, Summerford
985 Brendan Rumsey, Chairperson, St. Peter's Parish, Mount Pearl
986 Beth Lacey, Committee on Young Women's Issues, St. John's
987 Susan Sherk, Economic Recovery Commission, St. John's
988 Tom Clift, St. Francis of Assisi Home & School Association, Logy Bay-Middle Cove-Outer Cove
989 David Jones, Mount Pearl
990 District Ministerial Association, St. John's
991 Our Lady of Mercy Concerned Parents Group, St. John's
992 Harvey Hodder, Mayor, City of Mount Pearl, Mount Pearl
993 Joan Butler, President, St. Edward's Home & School Assn, Kelligrews
994 Leonard Squires, Knights of Columbus State Council, Mount Pearl
995 Shirish Nathwani, Chinmaya Mission Association St. John's
996 Students of L. P. Purchase Pentecostal Academy, Botwood
997 Bruce Shawyer, Professor & Head, Dept. of Mathematics & Statistics, MUN
998 Julian Squires, St. John's
1000 Canadian Congress for Learning Opportunities for Women, Newfoundland Network, St. John's
1001 Mary Organ, President, St. Kevin's Council Catholic Women's League, St. Alban's
1002 Twillingate Island Elementary PTA, Twillingate
1003 Ruth Noel, St. John's
1004 Winston Lane, President, Learning Resources Council, NTA, Clarenville
1005 Fogo Island School Complex, Fogo
1006 Christopher J. Turner & Margaret M. Turner, St. John's
1007 Susan Green, Chairperson, Committee for Hungry Children, St. John's
1008 Christine Chipman, Alice Prim-Furlong, Ed Wade, Joint Presentation, St. John's
1009 Karen Wells, Greenwood Home & School Association, Milltown
1010 Anonymous, Deer Lake
1011 Diane Porter, President, Straits Elementary School, Flower's Cove
1012 Wallace Bown, President, Gander Bay PTA, Gander
1013 Eva Whitmore, Harrington Home & School Association, St. John's
1014 Sheldon McBreairty, President, The School Counsellors of Newfoundland, Gander
1015 Roxine Cull, Chairperson, Fogo Island Local Education Committee, Fogo
1016 Barbara Hopkins, Ministerial Advisory Committee on Gender Equity in Education, St. John's
1017 Eve Roberts, Newfoundland Human Rights Association, St. John's
1018 Vivienne Kuester, Sir Wilfred Grenfell College, MUN, Corner Brook
1019 Eric Norman, President, Consumer Organization of Disabled People of Nfld. and Labrador, St. John's
1020 Anonymous
1021 Carol Alexander, St. John's
1022 Newfoundland Home Economics Association, St. John's
1023 Edgar Gaulton, President, Ecole St. Patrick Home & School Assn. Inc., St. John's
1024 Rev. Peter Barnes, Manuels
1025 Barbara Barter, Ontario Institute for Studies in Education, Toronto
1026 Working Group on Child Sexual Abuse, St. John's
1027 Newfoundland Teachers' Association, St. John's
1028 Rev. Brian Dunn, Cathedral of the Immaculate Conception, Grand Falls-Windsor
1029 William Clarke, Principal, St. Augustine's School, St. John's
1030 Special Services Program Co-ordinators, St. John's
1031 Robert Martin, Labrador City

BEST COPY AVAILABLE

1032 John Hennebury, The Co-operative Education Special Interest Council, St. John's
1033 Tonya Bassler, President, Teachers of English as a Second Language, St. John's
1034 Bobbie Brennan, O'Donel High, PTA, Mount Pearl
1035 Department of Health, Community Health Branch, St. John's
1036 Anonymous, Spaniard's Bay
1037 Marjorie Robinson, Corner Brook - O
1038 Henri Goudreault, Bishop, Labrador City-Schefferville Diocese, Labrador City
1039 Staff, Ecclesia Pentecostal Academy, Birchy Bay
1040 Jack Botsford, Nfld. & Labrador Science & Technology Advisory Council, St. John's
1041 R. F. Coombs, NTA Science Special Interest Council, St. John's

Abbreviations:

O	Oral Presentation
NTA	Newfoundland Teachers' Association
MUN	Memorial University of Newfoundland
KofC	Knights of Columbus

Public Hearing Sites

November 13, 1990 - Labrador City/Wabush
November 14, 1990 - Happy Valley/Goose Bay
November 26, 1990 - St. Fintan's
- Port aux Basques
November 27, 1990 - Stephenville
November 28, 1990 - Corner Brook
November 29, 1990 - Deer Lake
December 10, 1990 - Trepassey
December 11, 1990 - Placentia
December 12, 1990 - Clarenville
December 13, 1990 - Marystown
January 14, 1991 - St. Anthony
January 15, 1991 - Port Saunders
January 16, 1991 - Roddickton
January 28, 1991 - Baie Verte
January 29, 1991 - Springdale
January 31, 1991 - Carbonear
February 11, 1991 - Grand Falls
February 12, 1991 - Lewisporte
February 19, 1991 - Grand Falls
February 20, 1991 - Gander
February 25, 1991 - St. John's - afternoon & evening session
February 28, 1991 - Avondale
March 4, 1991 - Nain
April 15, 1991 - Wesleyville
April 16, 1991 - Bonavista
April 30, 1991 St. John's - afternoon & evening session
May 1, 1991 - St. John's - afternoon & evening session
May 6, 1991 - Mount Pearl - afternoon & evening session
June 4, 1991 - Twillingate
June 5, 1991 - Milltown
October 7, 1991 - Fogo

School Visits

A. Garrigus Academy, St. Lunaire
A. Garrigus Collegiate, St. Lunaire
Grace Richards Memorial, St. Carol's
St. Anthony Elementary, St. Anthony
Truman Eddison Memorial, Griquet
Green Island Elementary, Lower Cove
Notre Dame Academy, Labrador City
J. R. Smallwood All-Grade, Wabush
St. Michael's School, Goose Bay
Cassidy Elementary, St. Fintan's
E. A. Butler All-Grade, McKay's
St. James Jr. High, Port aux Basques
St. Stephen's Elementary, Stephenville
St. Stephen's High, Stephenville
Regina High School, Corner Brook
Deer Lake Pentecostal School, Deer Lake
Elwood Regional High, Deer Lake
Holy Redeemer Elementary, Trepassey
St. Edward's Elementary, Placentia
Clarenville Primary School, Clarenville
Sacred Heart Elementary, Marystown
Harriott Curtis Collegiate, St. Anthony
Roncalli Central High, Port Saunders
Our Lady of Mt. Carmel Primary, Castor River North
Our Lady of the Angels, Castor River South
Sacred Heart All-Grade, Conche
A. C. Palmer Academy, Roddickton
A. C. Palmer Collegiate, Roddickton
Evely Collegiate, Roddickton
Roddickton Elementary, Roddickton
St. Pius X Elementary, Baie Verte
Charisma Elementary, Springdale
Charisma Collegiate, Springdale
Indian River Elementary, Springdale
Grant Collegiate, Springdale
St. Joseph's Elementary, Carbonear
Notre Dame Academy, Grand Falls
Lewisporte High School, Lewisporte
Gander Academy, Gander
Holy Heart of Mary, St. John's
St. Andrew's Elementary, St. John's
Mount Pearl Junior High, Mount Pearl

Assumption Junior High, Avondale
Jens Haven Memorial, Nain
Lester Pearson Central High School, Wesleyville
Matthew Elementary, Bonavista
Twillingate Island Elementary, Twillingate
J. M. Olds Collegiate, Twillingate
Coaker Academy, Virgin Arm
G. Shaw Collegiate, Chapel Island
Venture Academy, Fogo
St. Joseph's Central High, Bay de Verde
Prince of Wales Collegiate, St. John's

Consultations with Groups & Individuals

Groups

Vinland-Strait of Belle Isle Integrated School Board
Deer Lake-St. Barbe South Integrated School Board
Green Bay Integrated School Board
Exploits Valley Integrated School Board
Notre Dame Integrated School Board
Terra Nova-Cape Freels Integrated (now Nova) School Board
Bonavista/Trinity/Placentia Integrated
(Avalon North) School Board
Avalon Consolidated School Board
Burin Peninsula Integrated
(Bay d'Espoir-Hermitage-Fortune Bay) School Board
Port aux Basques Integrated School Board
Bay of Islands/St. George's Burgeo/Ramea Integrated (now Western) School Board
Labrador East Integrated School Board
Labrador West Integrated School Board
(Conception Bay South) School Board
Burin Peninsula Roman Catholic School Board
Placentia-St. Mary's Roman Catholic (now part of Western Avalon) School Board
(Exploits-White Bay) School Board
Ferryland Roman Catholic School Board
(Gander-Bonavista-Connaigre) School Board
Humber-St. Barbe Roman Catholic School Board
Labrador Roman Catholic School Board
Appalachia Roman Catholic School Board
St. John's Roman Catholic School Board
Pentecostal Assemblies Board of Education
Seventh Day Adventist School Board
Newfoundland & Labrador Association of Superintendents of Education (N.L.A.S.E.)
Newfoundland & Labrador Federation of Home and School
Parent-Teacher Associations
Denominational Education Councils
Catholic Education Council
Integrated Education Council
Pentecostal Education Council
Newfoundland Teachers' Association
Newfoundland & Labrador School Trustees' Association
Education Advisory Council, Vancouver, British Columbia
Alberta Correspondence School
St. John's & District Ministerial Association
Executive Staff of the Catholic Education Council
Heads of Churches - Archbishop A. Penney
    Bishop M. Mate
    Rev. R. Fillier
    Col. J. Carew
    Pastor R. D. King
    Rev. I. Wishart
Newfoundland Institute of Fisheries & Marine Technology
Canadian School Trustees
Newfoundland & Labrador Science and Technology Advisory Council
    Dr. L. P. Visentin, Chairman, Dean of Science, MUN
    Mr. D. Fong, Vice Chairman, President, RDS Engineering
    Miss H. Anderson, Retired School Teacher
    Dr. C. Campbell, Vice President, Marine Institute
    Dr. E. Williams, Professor of Mathematics, MUN
    Mr. Les Hulett
Co-ordinators' Special Interest Council - NTA
Economic Recovery Commission
    Richard Fuchs
    Dean Rhodenizer
    Erin Keogn
    Robert Parsons
School Administrators' Council
R.E.A.D.Y. Centre
Program Co-ordinators
Co-operative Education - NTA
Curriculum Consultants
Teacher Centre - Harlow, England

Individuals

Lorne Wheeler, Former Deputy Minister of Education
Frank Lee
Art Feltham, Supervisor of Pupil Transportation, Dept. of Education
Lenora Perry Fagan, Director of Evaluation & High School Certification, Dept. of Education
George Furey
Teresita Dobbin
Austin J. Harte
Dr. Newton, Economic Council of Canada, Ottawa, Ont.
John Acreman
Jeannie House
Keith Winter, Deputy Minister, Dept. of Education
Robert F. Smart, ADM (Finance & Administration) Dept. of Education
Edna Turpin-Downey, ADM, (Primary, Elementary, Secondary) Dept. of Education
Claude Clarke, Special Projects Co-ordinator, Math & Science Task Force, Dept. of Education
Jim Jeffery, Seventh Day Adventist School Board
Tom Pope, Integrated Education Council
Weldon Orsor, Sprung Royal Commission
Les Keriaganis, M.U.N.
Michelle Hawco (interview)
Doug Young, M.U.N., Distance Education & Erin, Telemedicine
Richard Fuchs, Economic Recovery Commission
Tom Fleming, Victoria, B.C.
Wayne Desharnais, Deputy Minister of Education, Victoria, B.C.
Hon. Tony Brummet, Minister of Education, Victoria, B.C.
Janet Mort, Victoria, B.C.
Glenn Wall, Victoria, B.C.
Jack Fleming & Oscar Bedard, Victoria, B.C.
Douglas Hodgkinson, Victoria, B.C.
John Walsh, Vern Storey, & Jerry Mussio, Victoria, B.C.
Robin Brayne & Jaap Tuinman, Vancouver, B.C.
Terry McBurney, Vancouver, B.C.
Elmer Froese, Vancouver, B.C.
Valerie Overgaard, Vancouver
Reno Bosetti, Deputy Minister, Alberta Education
Russ Wiebe, Director, Edmonton Regional Office, Alberta Education
Kevin McKinney, Executive Director, Alberta Catholic School Trustees' Association
Sandra Cameron, Consultant to the Deputy Minister, Alberta Education
Steve Cymbol, ADM, Regional Services Division, Alberta Education
Lynn Edwards, Asst. Director, Edmonton Regional Office, Alberta Education
Lawrence Tymko, Director of Corporate Affairs, Alberta School Trustees' Association

BEST COPY AVAILABLE

Gary Duthler, Executive Director, Assn. of Independent Schools and Colleges in Alberta, Federation of Independent Schools in Canada
Gordon Welch, Superintendent, Stratcona Country School Board, Council on Alberta School Superintendents
Merv Tuplin, Alberta Home Education Association
John Hicks, Marbury Atlantic Limited
Robert Crocker, Dean of Education, MUN
Cec Roebothan, Retired Deputy Minister of Education
Bren Paddock, Research Association
Dennis Treslan, MUN Education Administration
Kevin Tracey, Catholic School Board (Retired)
Mark Graesser, Political Science Department, MUN
Ed Mackey, Director, Student Support Services, Dept. of Education
Keith Coombs, Brenda White, John Sutherland, NTA
Bishop Gaudreault, Wabush
Basil Myers, Principal Hospital School Program, Dept. of Education
Frank Riggs, M.U.N.
Ross Reccord
Frank Galgay, Ferryland Roman Catholic School Board
Michael Bleau, Ernst & Young
Shelly Smith, Newfoundland Archives
Randy Cooper, Records Management, Dept. of Provincial & Municipal Affairs
Doug House & Wayne Humphries, Economic Recovery Commission
Hon. Philip J. Warren, Minister of Education
Kevin Veitch, St. John's R. C. School Board
Allen Wright, Program Evaluation and School Improvement Consultant, Dept. of Education
Dennis Mulcahey, M.U.N.
Wayne Oakley, Director of Program Development, Dept. of Education
Helen Peters
Gerald Galoway
Frank Cramm, M.U.N.
Royston Kelleher, M.U.N.
Sister Mulcahy
Norm Harris, Division of Communications and Publications, Dept. of Education
George Hickman, M.U.N.
Brose Paddock, M.U.N.
Gar Fizzard, M.U.N.
Geraldine Roe, St. John's Roman Catholic School Board
Jim Brazil, Ferryland Roman Catholic School Board
Gerald Coombs, Principal, Mount Pearl Senior High
Melvin Regular, Education Consultant, Department of Education
Patrick Fleck, Ministry of Education, Toronto
Howat Noble, Ministry of Education, Toronto
Paul Blake, Executive Director of the Ontario Catholic Supervisory Offices' Assn. (OCSOA) - Regina
Earl McCabe, A/Executive Director, Ontario Separate School Trustees' Association (OSSTA) - Regina
Betty Moseley-Williams, President, OSSTA - Regina
Tony Barone, Director of Education, Metropolitan Separate School Board (MSSB) - Regina
Norm Forma, Deputy Director of Programs-Program Design, (MSSB) - Regina
James Carey, General Secretary, Ontario English Catholic Teachers Association (OECTA) - Regina
Mike O'Keefe, Superintendent of Programs, MSSB - Regina
Bill Kajer, Superintendent of Programs, MSSB - Regina
Dennis Murphy, Director of the Institute for Catholic Education (ICE) - Regina
Alice Collins, M.U.N.
Dick Cole
Linda Doody
Jim Covert
E. Herr
G. L. Moss, Superintendent, Green Bay Integrated School Board
Bill Keating
Glen Loveless, Assistant Director (Language Programs) Dept. of Education
John Carlyle, Deputy Minister, Manitoba Education & Training
Denise Lovatt, ADM (Administration & Finance), Manitoba Education & Training
Ed Buller, ADM (Program Development & Support Services), Manitoba Education & Training
Guy Roy, ADM, (Bureau de l'education Francaise) Manitoba Education & Training
Chris English
Bill Kennedy
Andrew Okaeme
Wayne Russell
Ross Reid, M.P., St. John's East
Susan Tilley
Barry Rowe
Dr. Ross, Health Science Centre
Dawn Dodge
Rob Pitt
Jim Mehaney
Clar Doyle
Dennis Mulcahy
David Stewart-Patterson
Hubert Norman, Integrated Education Council
Morley Reid, Newfoundland Teachers' Association
Cyril McCormick, Deputy Minister, Department of Education
Beverly Gardiner, Newfoundland & Labrador Home Economics Association
Donna MacTavish, Newfoundland & Labrador Home Economics Association
Thomas B. Clift, Memorial University
Heather Hickman
Paul Patey
William C. Lee, Superintendent, Avalon Consolidated School Board
Walter Cull, Superintendent, Exploits Valley Int. School Board
Everard Davidge, Superintendent, Bay d'Espoir-Hermitage-Fortune Bay Integrated School Board
Wilbert Boone, Department of Education
Reg Bonnell, NTA
Eric Burry, NTA
Harold Lundrigan
Cam Eaton
Pastor Roy Batstone
Domino Wilkins
Gil Pike
Helen Lawlor, Dept. of Health
Max Trask, Superintendent, Avalon North Integrated School Board
Brian Shortall, Superintendent, St. John's Roman Catholic School Board
Dr. Singh
Sherman Stryde
Meryl Vokey
Harold Stapleton
Merv Rideout
Nicholas Head
Hubert Furey
Helen Banfield
Gerald Galway
Marian Fushelle
Kitty O'Callahan, President, Canadian Teachers' Federation
Wilf Brown, Canadian Teachers' Federation
Ki Kim, M.U.N.
Kerry Pope
Laura Williams, Interns(need full title of group)
Merv Brennan
Rob Sampson
Tom Kerins
Lyndon Whanton
Elizabeth Strong
Frank Davis, Newfoundland Telephone
Max House, TETRA
John Dicks, N.L.C.S.
Anna Reis, Teacher
Ann Power, Department of Education
Stewart Moss
Barbara Case

Conferences/Seminars Attended

Canadian Association of School Administrators, St. John, New Brunswick, September 22-24, 1990
Canadian Education Association Board of Directors' Meeting, September 24-27, 1990
Newfoundland Teachers' Association 100th Anniversary Celebrations, St. John's, November 22, 1990
School Administrators' Council Conference, St. John's, March 14, 1991
NTA Annual General Meeting, St. John's, April 2-5, 1991
American Educational Research Association 1991 Annual Conference, Chicago, April 3-6, 1991
Performance Indicators' Conference, St. John's, April 24, 1991
Committee for Hungry Children - Senator Marsden, Guest Speaker, St. John's, April 24, 1991
Newfoundland and Labrador Home and School Federation Annual General Meeting, St. John's, May 3, 1991
Newfoundland and Labrador School Trustees' Association Conference, Gander, May 8-9, 1991
Canadian Small Schools Conference, Deer Lake, May 15-17, 1991
Newfoundland & Labrador Association of Superintendents of Education Conference, Corner Brook, May 27-29, 1991
Canadian Catholic School Trustees Conference, St. John's, July 11-14 1991
Public Form on "Tax Reform", St. John's, November 6, 1991

List Of Recommendations

Chapter 10

Recommendation 1	that, recognizing the reality of a pluralistic democracy, declining enrolments and diminishing resources, the proposed model which is responsive to the needs of all constituent groups, yet recognizes the desire of the majority to retain a school system based on Judeo-Christian principles, be adopted and implemented.
Recommendation 2	that, where numbers warrant, children be provided with opportunities for religious activities and instruction in their own faith, and that the school system be sensitive and responsive to children of all religious groups.
Recommendation 3	that every school be given the services of a principal who will have release teaching time for administrative duties.
Recommendation 4	that, where space allows, school admission policies be based on the following priorities: **First**, children already enroled in school and their siblings, **Second**, children who live near a school entering the school system for the first time, **Third**, children who live near a school but are enroled elsewhere, **Fourth**, children from outside the local area.
Recommendation 5	that the Department of Education and school boards continue to investigate and promote school quality models such as school-based management and magnet schools.
Recommendation 6	that, with the support of the school staff, parents and the community, school boards support schools which wish to pursue distinctive paths which can lead to specialization within the curriculum.
Recommendation 7	that the Department of Education define the basic elements of a foundation program which addresses the needs of every child and which will serve as the cornerstone of provincial funding for education.
Recommendation 8	that school consolidation be considered on the following grounds: 1. schools which are not viable and are within reasonable distance of another school, be targeted for consolidation, and 2. schools which are not viable and are *not* within reasonable distance of another school, be mandated a basic foundation program.
Recommendation 9	that viability be considered in relation to: 1. the enrolment, location and quality of school facilities, 2. the scope of the programs offered, 3. the availability of resources within the schools, 4. the types of services available within the surrounding area, and 5. the attainment of provincially-developed standards of achievement.
Recommendation 10	that the school boards define and communicate the conditions and establish the process under which school consolidation will take place.
Recommendation 11	that, once the conditions for consolidation have been identified and a suitable process established, the communities identified in Part IV of this report, *Costs and Consequences*, be examined to ensure that only viable schools continue to operate.
Recommendation 12	that the following guidelines apply for all schools: 1. where numbers warrant, appropriate religious education programs be offered as part of the curriculum, and 2. where numbers do not warrant, and where students of other religious groups are enroled,

opportunities be provided for approved representatives to have appropriate access to students of their faith to have their religious education needs addressed.

Recommendation 13 that, for all new schools the following guidelines shall apply:

1. that they be schools which can serve the needs of all students in a neighbourhood or area.
2. that comprehensive, long-term planning, on the part of the school board and involving the community, be completed, and
3. that the educational, cultural and recreational needs of the surrounding communities and/or neighbourhoods be considered.

Recommendation 14 that for each school an inventory be developed which evaluates its long-term viability, facilities, special needs and program requirements, future maintenance and future construction requirements.

Recommendation 15 that, through legislation, provision be made for the establishment and maintenance of School Councils.

Recommendation 16 that policies be established by school boards to facilitate the effective operation of School Councils and that each school board assign staff responsibility for the establishment and development of effective School Councils.

Recommendation 17 that the Department of Education assign staff responsibility for addressing parental issues and providing mechanisms to ensure the meaningful involvement of parents. These responsibilities should include:

1. monitoring school boards to ensure that School Councils are established and maintained,
2. developing a clearinghouse of information on local governance for distribution to school boards,
3. providing information on parental roles which have been tried successfully elsewhere, and
4. in an annual report to the Minister, describing the status of School Councils.

Recommendation 18 that the following responsibilities be considered as part of the overall mandate of the School Council:

1. to protect local educational interests,
2. to influence the formation of the school,
3. to share with the school board in school-level decisions, such as curriculum, funding and staffing,
4. to authorize the raising of funds at the school level,
5. to communicate to the school board its concerns about board policies and practices,
6. to seek ways to involve parents, particularly those who, in the past, have chosen not to be involved in school life,
7. to analyze the information about how well the school is doing and, with the assistance of the school board, prepare an annual report to parents, and
8. to hold meetings with parents to discuss the annual report and any other matters concerning the operation of the school.

Recommendation 19 that each School Council co-operatively develop a statement of mission and goals that would be congruent with the powers of the Councils as stipulated in legislation, and that these statements serve as the reference for all school-based decisions.

Recommendation 20 that each School Council communicate its mission and goals to all its constituents: students, parents, school staff, the community and the school board.

Recommendation 21 that each School Council comprise an appropriate balance of representatives from the following groups:

1. parents elected by the parents of children registered at the school,
2. teachers elected by teachers,
3. representatives of the churches,
4. representatives from the community chosen by the other council members, and

5. the school principal (ex officio).

Recommendation 22 that, in collaboration with the school board, each School Council prepare a formal *School Protocol Agreement* to address the following:

1. background and rationale for the agreement,
2. strategies for the provision of religious education,
3. obligations, roles and responsibilities of each partner (the school board and School Council),
4. strategies to facilitate parental input,
5. strategies to encourage and strengthen school/community relations, and
6. mechanisms for regular review of the roles and responsibilities of the Council and the Protocol Agreement.

Recommendation 23 that the primary role of the church in school life should continue to be the development and provision of religious education programs and additionally providing pastoral care to students.

Recommendation 24 that pastoral care ministries be established with the following mandate:

1. to foster the spiritual growth of students;
2. to assist with spiritual and religious activities in schools;
3. to provide skilled pastoral counsellors in the areas of individual, group and family therapy; crisis intervention; and grief and bereavement assistance; and
4. to provide ethical consultation.

Recommendation 25 that the need to strengthen the role of the church in education through pastoral care ministries be recognized and that school boards co-operate with the churches in developing appropriate pastoral care models for implementation.

Recommendation 26 that all existing school boards be dissolved and that new school boards be established.

Recommendation 27 that all school board members be elected to office and that every adult, eligible under the *Elections Act*, be eligible to stand for election to school board office.

Recommendation 28 that the following new school boards be created:

1. Avalon East
2. Avalon West
3. Burin Peninsula
4. Gander-Bonavista
5. Exploits-Green Bay-Bay d'Espoir
6. Corner Brook-Deer Lake
7. Stephenville-Port aux Basques
8. Northern Peninsula-Southern Labrador
9. Labrador

Recommendation 29 that school boards be resourced in a manner which allows both flexibility and discretion in employing and deploying personnel at the school board level.

Recommendation 30 that each school board develop and communicate to its constituents and staff a statement of its mission and goals, and that this statement be a guide in all planning.

Recommendation 31 that each school board, in association with the Department of Education, participate in a comprehensive and continuing planning process that involves all of its schools, addresses the needs of students and teachers, and reflects the long-term budget requirements of the board.

Recommendation 32 that, as part of the planning activities, each school board devise ways to introduce a district-wide school improvement process.

Recommendation 33 that each school board establish and support active partnerships with other boards, businesses, associations, church groups and School Councils in order to promote widespread support for educational endeavours.

Recommendation 34 that the Department of Education take on primary responsibility for the following roles:

1. establishing and maintaining the legal framework,
2. setting provincial education goals and standards, and ensuring they are met,

3. establishing the means to assess the effectiveness of the system,
4. providing the appropriate resources to the system,
5. seeing that the education system is appropriately employed to protect the public interest,
6. seeing that the resources, both human and financial, allocated are effectively and efficiently utilized.

Recommendation 35 that the following objectives be considered part of the long-term comprehensive planning for the Department of Education:

1. developing and nurturing strong leadership and direction,
2. strengthening its role in the areas of system-wide planning, policy development, performance standards, curriculum enhancement,
3. maximizing program, financial and administrative accountability by establishing clear and relevant education goals, instituting rigorous standards, and providing measures to ensure they are realized,
4. instituting measures to highlight and reward excellence in achievement and teaching,
5. strengthening the ties between all levels of education (pre-school, elementary-secondary, post-secondary, and continuing education), and between education and work, and
6. making fuller and more effective use of technology.

Recommendation 36 that the existing Denominational Educational Councils be dissolved and that the present Denominational Policy Commission be responsible for (1) advising government on educational policy which affects the rights of denominations; (2) overseeing the development of Religious Education and Family Life programs; (3) facilitating pastoral care; and (4) advising School Councils on educational policy which affects the rights of denominations.

Recommendation 37 that the Department of Education resource the development of religious education programs.

Recommendation 38 that full responsibility for the certification of teachers be placed with the Teachers' Certification Committee and that the relevant sections of the *Education (Teacher Training) Act* be revised accordingly.

Recommendation 39 that Teacher Certification be changed so that the principle of renewable certification be established and the procedure to operationalize this principle be developed by the Department of Education and the Newfoundland Teachers' Association.

Recommendation 40 that a provincial School Planning and Construction Board, fully responsible for the allocation of funds for new school construction and the maintenance and renovation of existing schools, be legislated.

Recommendation 41 that the School Planning and Construction Board have specific responsibilities for (1) instituting a long-term school construction and maintenance plan for the province, (2) advising appropriate levels of provincial funding, (3) establishing guidelines and standards for the construction of schools, (4) identifying provincial needs and priorities, (5) allocating funds for the construction and maintenance of schools, and (6) establishing linkages with other government departments and agencies to facilitate the planning of school/community facilities.

Recommendation 42 that all capital funds be allocated on the basis of province-wide priorities.

Recommendation 43 that the principle of allocating funds based on a multi-year capital plan be continued.

Recommendation 44 that a program to respond to the ongoing capital and upgrading needs of the province be developed and implemented.

Recommendation 45 that a special program to respond to the equipment needs of schools be developed.

Recommendation 46 that appointments to the School Planning and Construction Board be made by the Denominational Policy Commission.

Recommendation 47 that the effectiveness of native school councils be independently evaluated in five years.

Recommendation 48 that a committee be established to study in detail the school learning problems in selected native communities, and that this committee be provided with the resources necessary to enable it to investigate the problems and to make its report promptly.

Chapter 11

Recommendation 49	that, in order to achieve a high level of autonomy and flexibility, school boards determine who should be employed, for what purposes, where, and for what periods of time for all personnel at the school board level.
Recommendation 50	that the length of the work year for **all** district office personnel be stipulated under the terms of their employment.
Recommendation 51	that the Professional Development Centre, in collaboration with school boards and the Faculty of Education, investigate and pilot new models of school administration.
Recommendation 52	that schools be encouraged to develop administrative teams comprising principals, vice-principals, and other staff members.
Recommendation 53	that school boards develop and prioritize goals and strategies for principals in order to address issues such as time management, collaboration, instructional leadership, and professional development.
Recommendation 54	that school boards devise appropriate strategies to enable principals to function in their proper role as instructional leaders and the Professional Development Centre establish institutes to assist in this task.
Recommendation 55	that all principals, vice-principals and guidance counsellors be expected to teach at least one course each school year.
Recommendation 56	that a program be established to give school administrators special recognition for outstanding service. The purpose of the program should be to reward **exceptional** leadership by providing opportunities for: 1. paid leave, 2. secondment to the Professional Development Centre, 3. engaging in university projects and special research, 4. visiting centres of excellence, 5. meeting with key educational leaders and scholars, and 6. career advancement.
Recommendation 57	that the role of vice-principals be clearly defined and that vice-principals be encouraged and enabled, through professional development opportunities, to assume a more meaningful role in the school administration.
Recommendation 58	that the Department of Education and school boards review the position of department head.
Recommendation 59	that **all** positions in education having administrative responsibilities be term appointments.
Recommendation 60	that the Department of Education establish a program and regulations to certify administrators.
Recommendation 61	that the Professional Development Centre, in co-operation with the Department of Education, school boards and school administrators, develop relevant in-service education activities and special institutes for all types of school administration.
Recommendation 62	that the Professional Development Centre develop an Administrators' Institute on multi-grade teaching. The purpose of the institute shall be to address issues such as the integration of the curricula, development of effective multi-grade teaching strategies, development of group management skills, and facilitation of co-operative learning strategies.

Chapter 12

Recommendation 63	that the Newfoundland Teachers' Association, in collaboration with the Department of Education and school boards, and other youth-serving agencies undertake an analysis of the status of classroom teaching in the province with particular emphasis on the problems resulting from classroom management, student discipline, student attendance and the non-academic needs of students.

Recommendation 64	that the Newfoundland Teachers' Association and the Department of Education, in collaboration with parents, convene jointly a provincial symposium on student discipline and attendance with a view to: (a) creating a public awareness of the extent of the issues, (b) generating a public debate on the issues, and (c) seeking ways and means to improve discipline and increase attendance, and (d) sponsoring research designed to identify the magnitude of the problems.

Chapter 13

Recommendation 65	that each school appoint a Staff Development Committee, chaired by the principal, to develop a Staff Development Plan which identifies (a) program and curricular needs, (b) staff needs, (c) school improvement needs, and (d) administrative and organizational needs.
Recommendation 66	that schools submit their Staff Development Plans to their respective school boards each year for approval.
Recommendation 67	that school boards use the individual Staff Development Plans to develop a co-ordinated strategy for professional development in the district.
Recommendation 68	that school administrators assist teachers to implement what they learn from their professional development activities.
Recommendation 69	that the Department of Education, in collaboration with the Newfoundland Teachers' Association, the Faculty of Education, and other educational constituencies, publish a regular professional education journal, which would present ideas for new teaching methodologies, identify potential new resources, and serve as a forum for the exchange of ideas.
Recommendation 70	that a provincial Professional Development Centre be created with primary responsibility for addressing professional development needs of teachers, administrators and education system volunteers.
Recommendation 71	that the Professional Development Centre be administered and financed jointly by the Department of Education, school boards, the Newfoundland Teachers' Association and the Faculty of Education of Memorial University.
Recommendation 72	that the Professional Development Centre construct and implement a long-term development plan to address the leadership and professional development needs of teachers and administrators. The development plan shall incorporate the following: 1. a system-wide professional-development needs assessment, including appropriate means to address those needs, 2. a survey of beginning teachers to determine their degree of satisfaction with their preparation for teaching and to identify issues which could be addressed through pre-service and in-service education, 3. proposals to address the professional development needs of the system, which reflect balance, choice, and flexible scheduling (including the concept of week-long institutes), and 4. consultations with provincial and local interests about educational performance, expectations and continuing education programs.
Recommendation 73	that, when school boards lack adequate expertise or resources to address their in-service education needs, the Professional Development Centre be requested to develop and deliver suitable programs.
Recommendation 74	that professional development activities be mandatory for every individual involved in and making decisions about the education system and that the Department of Education, school boards, the Newfoundland Teachers' Association, and Faculty of Education define what constitutes appropriate professional development activities.
Recommendation 75	that, through the Professional Development Centre, special in-service training and professional development services be developed and made available for teachers working in small rural schools and in multi-graded classrooms.

Recommendation 76 that teachers, administrators and volunteers be given access to programs and other services through school computers and distance education services.

Recommendation 77 that the Faculty of Education undertake research into the school contexts in which first year teachers are placed with a view to gathering realistic information to help shape preparation programs.

Recommendation 78 that Faculty of Education programs be designed to prepare teachers for the learning context of the schools and classrooms where prospective teachers are expected to teach.

Recommendation 79 that the Faculty of Education of Memorial University, in conjunction with the Teacher Certification Committee and the Professional Development Centre, work on continuing education programs to encourage teachers to remain current in their academic fields and methodologies.

Recommendation 80 that the Faculty of Education establish a Centre for Small Schools which would address problems of particular concern to small schools, and approaches to teaching in multi-grade classrooms.

Recommendation 81 that the Faculty of Education examine its undergraduate program components to ensure there is a core of subject-oriented courses which would develop the essential skills of reading comprehension, writing, speaking, listening, and clear thinking.

Recommendation 82 that the Faculty of Education, in conjunction with the Department of Education and School Boards, undertake a continuing effort to identify and respond to the changing needs of the school system through an annual follow-up of graduates who enter the teaching profession, and thus gather information to assess program relevance.

Recommendation 83 that the Faculty of Education and school boards develop induction programs for beginning teachers.

Recommendation 84 that the Faculty of Education affirm the prominence of teaching and appropriately reward standards of excellence in teaching within the Faculty.

Recommendation 85 that the Faculty of Education seek to strike a balance between teaching and research which would extend status and benefits to those who are outstanding teachers.

Recommendation 86 that the Faculty of Education, in conjunction with school boards, designate selected schools as University Schools which would assume a co-operative role with the Faculty of Education in order to prepare teachers adequately for the realistic demands of teaching and to enable the Faculty to experiment with innovative teaching ideas and practices.

Recommendation 87 that the Department of Education, Faculty of Education, school boards, and NTA participate in an assessment of present and future employment needs of the school system in order to promote an awareness among prospective teachers of these areas of need.

Recommendation 88 that the Labrador school board, the Department of Education, and the Faculty of Education of Memorial University coordinate the offering of courses required in native teacher education programs to permit native teachers and native teacher assistants an opportunity to improve their qualifications at an accelerated rate.

Recommendation 89 that the Minister of Education initiate discussions at the Council of Ministers of Education, Canada (CMEC) level with a view to establishing an accreditation process for Faculties of Education.

Recommendation 90 that the Faculty of Education establish an External Advisory Council of teachers, administrators, and Department of Education personnel, and that the purpose of the Council be to (a) foster the formal exchange of ideas, (b) advise on the appropriateness and relevance of teacher education programs, (c) facilitate collaboration in research and innovation in the school system, and (d) establish mechanisms to enable teachers to work with the Faculty of Education, and Faculty members to work with the school system.

Chapter 14

Recommendation 91 that, with respect to curriculum development and revision, and as specified in this report, the Department of Education (1) establish the vision, (2) oversee the development of new curricula, (3) set level and program goals, (4) set grade and subject objectives and achievement standards, (5) develop evaluation guidelines, (6) recommend and authorize multiple learning resources and (7) publish curricula guides.

Recommendation 92 that the Department of Education establish a curriculum development process which is facilitated internally but developed through the use of teachers, specialists and other external developers.

Recommendation 93 that the Department of Education employ Curriculum Development Specialists for the primary, elementary, junior high, and senior high levels to monitor curriculum issues and facilitate the curriculum development process.

Recommendation 94 that the Department of Education, the Faculty of Education, school boards and related agencies establish appropriate policies for addressing the curriculum needs of children in multi-grade classes.

Recommendation 95 that the Department of Education examine its learning objectives, particularly at the primary and elementary levels, to develop subject area integration appropriate for small schools and multi-grade classes.

Recommendation 96 that the Department of Education, with the involvement and advice of teachers from small and multi-grade schools, develop a curriculum handbook of techniques and skills appropriate for teachers of multi-grade classes.

Recommendation 97 that the Department of Education provide for alternative texts and resources for students working independently in multi-grade classes.

Recommendation 98 that the Department of Education, the Newfoundland Teachers' Association and school boards provide a forum for multi-grade teachers to share their most effective teaching strategies and practices with their peers.

Recommendation 99 that the Professional Development Centre, in co-operation with school boards, develop programs to address the professional development needs of teachers in multi-grade classes.

Recommendation 100 that, with respect to curriculum implementation, and as specified in this report, school boards (1) develop district learning objectives, (2) implement curricula (3) monitor curricula and (4) update curricula.

Recommendation 101 that, based on local needs and conditions and where resources, expertise, and interest exist, the Department of Education authorize, support, and encourage school boards in the development of (1) units within courses, and (2) locally developed courses. These units and courses must be in line with provincial program and learning goals and objectives, and should be authorized by the Department of Education.

Recommendation 102 that the Department of Education change its present policy on the method of acquisition and payment for textbooks, to a more flexible method of providing and funding textbooks and other learning resources to schools.

Recommendation 103 that, at the beginning of each year, parents and students be advised of the grade level learning objectives and the method of evaluation that will be used.

Recommendation 104 that, whereas there appears to be a conflict between its philosophy of a child-centred, activity-based approach and the practice of organizing curriculum in a subject-oriented manner, the Department of Education should review and clarify its philosophy and practices concerning primary education. Part of that review should include an investigation of the merits and feasibility of organizing the primary level on a non-graded basis.

Recommendation 105 that School Councils, in collaboration with social workers and public health nurses, provide the parents of young children with information and resources on the importance of reading to them.

Recommendation 106 that school boards work co-operatively with School Councils to hold workshops for parents of pre-schoolers to promote school readiness.

Recommendation 107 that a learning-readiness profile of each child be compiled at school entry to assist with suitable programming and to facilitate appropriate comparisons at the end of the primary level.

Recommendation 108 that kindergarten children be provided a full day of schooling.

Recommendation 109 that a minimum of 50 percent of the instruction at the primary level be spent in the general areas of language, mathematics and science, and that these times be carefully monitored and enforced by schools and school boards.

Recommendation 110 that school boards consider the employment of an instructional specialist for the primary level.

Recommendation 111 that on-going professional development opportunities be provided for teachers of primary children to help them keep abreast of new teaching strategies, and new curriculum developments in delivering curriculum in primary classrooms and in meeting the challenges of an evolving curriculum.

Recommendation 112 that the Department of Education and school boards review the elementary curriculum to facilitate the transitions from primary school to elementary school and from elementary school to junior high school, and examine the appropriateness of curriculum content and teaching strategies for this age group.

Recommendation 113 that in-service institutes be arranged to assist teachers with the methodologies and curriculum developments appropriate for elementary level teaching.

Recommendation 114 that all curriculum components and activities be structured in a way which provides opportunities to reinforce and enhance learning in the areas of language, mathematics and science.

Recommendation 115 that, at the elementary level, a minimum of 50 percent of the instructional time be spent in the general areas of language, mathematics and science, and that these times be carefully monitored and enforced by schools and school boards.

Recommendation 116 that school boards consider the employment of an instructional specialist for the elementary level.

Recommendation 117 that the Department of Education develop a junior high school level curriculum guide. The curriculum guide should include, among other things, (1) a clear set of learning expectations for junior high learners based on the Aims of Education and current learning theory, (2) the values, knowledge and skills students should acquire during the junior high years, (3) the mandatory curriculum components.

Recommendation 118 that school boards define junior high policies in a manner which gives priority to a curriculum which is appropriate and responsive to the academic and intellectual interests of young adolescents.

Recommendation 119 that a core curriculum be identified that is based on the developmental needs of young adolescents and provides continuity with the curriculum of the elementary and senior high years.

Recommendation 120 that school boards give consideration to the employment of an instructional specialist for junior high school level education.

Recommendation 121 that the Faculty of Education of Memorial University undertake a review of its pre-service education programs to address the needs of those who wish to teach at the junior high level.

Recommendation 122 that the Professional Development Centre arrange for appropriate in-service education for junior high school teachers and administrators. The focus should be on new approaches to understanding early adolescent development, learning ways to implement promising new methods for junior high school teaching, and exploring the use of mentoring programs and other community resources to help students improve their opportunities for success.

Recommendation 123 that school boards, in their hiring practices at this level, give preference to those who have undertaken programs and/or in-service training appropriate to junior high teaching.

Recommendation 124 that the Department of Education in consultation with school boards and post-secondary institutions, evaluate all aspects of the senior high program with a view to ensuring that program goals are clearly defined, courses are logically sequenced, and the program is rigorous and challenging in all years.

Recommendation 125 that, while some choice in course selection is beneficial, students be guided toward a program which is as academic and rigorous as they are capable of handling.

Recommendation 126 that the Professional Development Centre, in co-operation with school boards, develop programs to address the professional development needs of senior high school teachers and the system.

Recommendation 127 that, in light of the increasing needs of students, the current method of allocating guidance personnel be reviewed.

Recommendation 128 that a committee be established to study the relevance of the learning styles of the Innu and Inuit children in Labrador for the purpose of facilitating effective local curriculum development.

Recommendation 129 that the Labrador school board immediately establish a Native Curriculum Committee comprising native parents, native teachers and curriculum specialists with a mandate to co-ordinate educational activities, and that the Department of Education provide the necessary resources to facilitate this process.

Recommendation 130 that a Provincial Advisory Committee on Distance Education and Technology be established. The purpose of the committee should be to advise the Department of Education on appropriate policies, priorities and strategies to guide decisions relating to distance education and the introduction of new technologies. Membership on the committee should include educators, business leaders and others who are knowledgeable in the general fields of telecommunications, computer technology, and distance learning.

Recommendation 131 that a School of Distance Education and Technology be established to assume responsibility for the delivery of distance education courses and services, and the integration of new technology into the school system.

Recommendation 132 that the School of Distance Education and Technology seek to deliver full credit senior high school courses that meet provincial learning objectives.

Recommendation 133 that the Department of Education develop strategies to ensure that every school is equipped with a basic and appropriate communications system capable of direct communication with the School of Distance Education and Technology (such as a computer system and a modem). The priority should be those schools offering high school courses, followed by junior high, elementary and primary schools respectively.

Recommendation 134 that the regular and distance education curriculum development processes be fully integrated with those related to the regular curriculum.

Recommendation 135 that the Department of Education monitor and evaluate the introduction of all new technologies, and distance education programs and services. The purpose of the evaluations should be to ensure that the intended learning objectives are met and that maximum benefits are achieved.

Chapter 15

Recommendation 136	that the Department of Education, in co-operation with school boards and the Newfoundland Teachers' Association, clearly define the instructional day.
Recommendation 137	that the length of the school year be set at 200 days and that not fewer than 185 days be mandated as instructional.
Recommendation 138	that the 15 non-instructional days be designated in the following way: 1. three days for designated holidays and two days for administration, 2. five days for in-service activities for teachers, 3. five days for extra-curricular school activities, such as school spirit week and major field trips.
Recommendation 139	that the Department of Education and school boards implement immediately a comprehensive plan to monitor over a three-year period (a) the use of instructional time and (b) the relationship between time and student achievement, and that the results of these findings be used to determine the necessity of further changes to the amount of instructional time required.
Recommendation 140	that the Faculty of Education of Memorial University and the Professional Development Centre initiate a joint project to focus on effective school-classroom management strategies to maximize the use of instructional time.
Recommendation 141	that school administrators be charged with the responsibility of ensuring that disruptions to learning time are kept to a minimum.
Recommendation 142	that schools be empowered to refuse access to students who regularly disrupt the learning environment.
Recommendation 143	that the Department of Education make provision for school boards to explore the establishment of *alternative classroom settings* for students who have difficulty maintaining acceptable behaviour in the regular school settings, that those settings would be oriented to preparing students for re-entry to the regular classroom and, that these settings meet all basic curricular assessment requirements.
Recommendation 144	that school boards work with School Councils to seek ways and means to reduce absenteeism.
Recommendation 145	that the Department of Education and school boards monitor absenteeism to identify schools with chronic absenteeism and take corrective action to address this problem.
Recommendation 146	that the school year for students who attend schools in native communities be operated on a semester system to accommodate the lifestyles and cultures of those communities.
Recommendation 147	that School Councils, with the assistance of school boards, (a) monitor the scope and extent of homework assignments, and (b) discover ways and means of providing opportunities for all children to study and undertake school work after regular school hours.

Chapter 16

Recommendation 148	that the Provincial Government convene a planning group, with representation from businesses, community organizations, churches and government departments, to address the issue of child hunger, specifically (a) to investigate potential models for dealing with the issue of child hunger, (b) to explore the feasibility of developing a Provincial School Nutrition Fund, (c) to establish links among all groups concerned about the issue, and (d) to determine the most appropriate ways of assisting those who wish to implement school food programs.

Recommendation 149 that, to provide guidance to school boards, the Department of Education with the co-operation of the Department of Social Services and appropriate community agencies, develop guidelines for a universal policy for dealing with disclosures of child abuse within the school setting.

Recommendation 150 that the Department of Education review child abuse prevention programs in consultation with other government departments and agencies and determine intervention initiatives appropriate to the school setting.

Recommendation 151 that the Department of Education establish policy to provide direction for all provincial, school board and local initiatives in student retention. Such policy should be aimed at mobilizing federal, provincial and community levels of support.

Recommendation 152 that the Department of Education ensure that appropriate guidance and career counselling services are provided at all levels of the school system.

Recommendation 153 that the Department of Education and school boards facilitate the development of means to render high schools more receptive to students who wish to return to school.

Recommendation 154 that the Departments of Education, Social Services and Health (a) review current programs which support pregnant teenagers and teenage mothers, (b) establish a set of guidelines and strategies for prevention programs, and (c) develop a co-ordinated approach to service delivery,

Recommendation 155 that schools and school boards explore ways and means to become more responsive to the educational needs of pregnant teenagers and teenage parents.

Recommendation 156 that the Department of Education continue its efforts towards gender equity and build on current policy and knowledge.

Recommendation 157 that the Department of Education and school boards ensure that schools enable students to make healthy choices and informed, responsible decisions, particularly as they relate to relationships and careers.

Recommendation 158 that the Department of Education and school boards take steps to ensure that the school environment reflects an equitable position for females and males in society, fosters respect for others and a sense of fundamental justice and fair play.

Recommendation 159 that parents be encouraged to inform school authorities when separation and divorce are occurring, so that schools and teachers may be aware, supportive and responsive to students' needs, and understanding of their behaviour.

Recommendation 160 that schools be encouraged to co-operate with community agencies which are able to help these children.

Recommendation 161 that each school board establish a Student Services Committee, with representation from those in the health, social services and guidance fields, to address the non-academic needs of students, specifically (a) to identify the scope of non-academic needs, (b) to communicate these needs to the Government (c) to identify available local resources, and (d) to propose appropriate means to address identified needs.

Recommendation 162 that the needs of students with learning disabilities be addressed with appropriate measures. New initiatives should consider the following: (a) early assessment of individual needs and identification of specific support services and intervention strategies, (b) appropriate teacher education and professional development activities for teachers and school administrators, (c) the best of current research and practice in the field, (d) a range of placement alternatives from the least restrictive to the most restrictive, and (e) the type and level of resources required to address each child's needs.

Recommendation 163 that the Department of Education and school boards take steps to ensure appropriate placement for children with learning disabilities, based on the students' needs, with the following options:

(a) an Individual Program Plan with appropriate support within the regular classroom, (b) a more structured environment outside the regular classroom, but within the school, (c) a school, or part of a school, set up within a district where numbers warrant, designated for learning disabilities, and (d) a more focused effort in a residential setting for those who require it.

Recommendation 164 that the Department of Education take steps to ensure that adequate resources including personnel and programming are available to school boards which have autistic students.

Recommendation 165 that the Provincial Government seek federal financial help to provide language training, learning resources for English second language students, literacy materials and multicultural learning resources as well as for settlement services.

Recommendation 166 that the Department of Education initiate a fee structure to charge visa students to attend school in this province.

Recommendation 167 that, in order to facilitate successful integration, peer coaching/teaching should become a part of the regular English second language program in high schools.

Recommendation 168 that the Department of Education increase the amount allocated for tutoring of homebound and hospitalized students.

Recommendation 169 that the Department of Education initiate activity in the development of policy, curriculum materials, curriculum guides, and other resources required to assist teachers and administrators to meet the needs of high-achieving students and that provisions for exceptionally able learners become an integral part of the curriculum development process, and that the development of resources not preclude, where warranted, the provision of other services for exceptionally able learners, such as Individualized Program Plans, specialized classes and grade acceleration.

Recommendation 170 that, for the benefit of boards who seek direction in establishing suitable programs, the Department of Education compile and disseminate information on existing programs and services.

Recommendation 171 that the effectiveness of different models of special education and of different components of these models (i.e. segregated special education classes, full integration, partial integration, use of student assistants, role of the special education specialist) be evaluated, considering the learning needs of both children with exceptionalities and others in the classroom and school.

Recommendation 172 that an impartial review of special education policy be undertaken with a view to examining (a) the appropriateness of existing policy in light of the requirements of special-needs students and others, (b) adequacy, allocation and utilization of resources, (c) the education of classroom and special education teachers, (d) the quality of junior and senior high school programs for special-needs students, (e) the role of student assistants, (f) classroom factors such as class size, layout and design, (g) the roles of guidance counsellors and educational therapists, (h) the ways teachers are supported to work with diverse needs within classrooms, (i) parental perspectives on the program planning process and how this correlates with the extent and quality of their involvement, and (j) the need for and effectiveness of alternative placements for students whose behaviour jeopardizes the learning of others in the classroom.

Recommendation 173 that the Department of Education establish a Provincial Advisory Committee on Learning Support Systems for Children with Exceptionalities to guide a process of refining policy and practice and to develop new approaches for the future.

Chapter 17

Recommendation 174 that the Provincial Government develop a comprehensive provincial mandate and accompanying protocols on early childhood development, and that its purpose be (a) to develop appropriate social and developmental goals for all children before they enter school, (b) to develop appropriate assessment procedures for children when they reach age three, (c) to identify children who are not progressing with age-appropriate skills, and (d) to research, develop, implement and evaluate appropriate intervention strategies to achieve the social and developmental goals.

Recommendation 175 that school boards co-ordinate and encourage out-reach or prevention programs to link children with the school system at an earlier age.

Recommendation 176 that school boards make available excess space in schools to encourage the operation of formal or informal pre-school programs.

Recommendation 177 that school councils be encouraged to develop prevention programs for families with pre-school children, such as

1. education programs for new parents,
2. prenatal and family nutrition,
3. book resource centres,
4. toy exchanges,
5. parenting skills development,
6. reading programs, and
7. development of reading skills for families.

Recommendation 178 that Government strike an inter-departmental committee to establish protocols which will ensure that all support services for children are delivered in a co-ordinated manner, and that the committee

1. assess the provision of existing services,
2. determine the nature and scope of services which should be considered,
3. determine the resources required,
4. establish protocols, and
5. assess the implications for each department.

Recommendation 179 that an Advisory Group on Children's Issues, representing agencies and groups involved with children and youth, be established to advise the government on matters concerning the needs of children.

Recommendation 180 that the *Schools Act* be amended to encourage and specify the use of school buildings outside of school hours by external groups, and to require that all schools, either new or those undergoing retrofit, be designed with community use as a specific consideration.

Recommendation 181 that the *School Planning Manual* be amended to include guidelines for community use of schools, such as

1. office/administrative space for outside groups,
2. storage facilities for equipment owned by outside groups, and
3. independent access to areas appropriate for community use.

Recommendation 182 that school boards, in consultation with the Department of Education, develop guidelines for community use of schools.

Recommendation 183 that the School Planning and Construction Board establish formal links with other government departments to ensure that all new buildings respond to the multiple needs of the community.

Recommendation 184 that, where local support has been established, the School Planning and Construction Board give consideration to a pilot project focusing on the development of a *community school* in which a wide variety of educational and community needs could be met.

Recommendation 185 that school boards encourage and support the establishment of local planning committees which bring together school councils, town councils, community agencies and groups interested in community education to address the educational, cultural, social and recreational needs of the area, and specifically to

1. maximize financial and human resources,
2. develop neighbourhood, community or regional plans enabling the co-operative use of facilities,
3. take appropriate measures to avoid the duplication of costly facilities and equipment, and
4. provide greater variety, better quality and increased utilization of services.

Chapter 18

Recommendation 186 that the Department of Education develop and maintain a comprehensive set of provincial education indicators.

Recommendation 187 that school districts be encouraged to develop additional local educational indicators.

Recommendation 188 that the Department of Education establish appropriate achievement standards at the end of each transition level (i.e. primary, elementary, junior high, and senior high), and that these standards be communicated to every parent and student.

Recommendation 189 that the Canadian Test of Basic Skills be phased out and replaced by a set of curriculum-specific criterion referenced tests developed locally but anchored nationally and internationally through the use of items for which performance characteristics are known. The administration of the test should be alternated yearly to a standardized sample of Grade 3, 6, 9, and 12 students from across the province.

Recommendation 190 that, to facilitate fair comparisons between schools having different inputs, the Department of Education, in co-operation with school boards, develop an entry-level audit indicating the level of readiness of children entering school for the first time. The audit should be completed within the first three months of school.

Recommendation 191 that the Department of Education sponsor public opinion polls at regular intervals to measure the level of public satisfaction with schooling and to record other views on education.

Recommendation 192 that school boards initiate a comprehensive assessment of each school every five years.

Recommendation 193 that the results of these assessments and other school-level indicators be reported to School Councils. Such reporting, particulary in the case of small schools, must safeguard the anonymity of individual students.

Recommendation 194 that each school board conduct, on a five year cycle, a comprehensive evaluation of its policies, programs and services, and that the results form the basis for planning and reporting on an annual basis to the Minister of Education.

Recommendation 195 that the Department of Education prepare an annual *Report Card* on the education system based in part on provincial education indicators, and evaluation of its own policies, programs and services.

Recommendation 196 that the province enter into agreements with other provinces and with national and international agencies which would facilitate sharing of test items and other information necessary for comparative analysis.

Recommendation 197 that the Minister of Education explore with the Council of Ministers of Education Canada the possibility of developing a national item bank in the core areas of language, mathematics and science.

Recommendation 198 that the Department of Education, in co-operation with school boards, investigate the implementation of an integrated computerized student level database, paying particular attention to student confidentiality.

Recommendation 199 that all existing data-gathering efforts at the Department of Education be fully integrated.

Recommendation 200 that the basic unit level for reporting education data be the school.

Recommendation 201 that a provincial recognition program be developed and funded in order to reward:

- outstanding student achievement
- outstanding school achievement
- creativity and innovation
- exemplary teaching and educational leadership, and
- outstanding contribution to the field of education.

Recommendation 202 that school boards establish teams of educators to devise improvement plans for schools which have been underachieving. In each case, the team will work closely with the principal, teachers and School Council and will be given access to district resources to introduce measures which lead to long-term results.

Chapter 19

Recommendation 203 that government increase its commitment to education and reallocate within the education system any savings realized through restructuring.

Recommendation 204 that the Department of Education replace the present system of allocating resources with a block funding formula. The framework for the block should be determined in consultation with major provincial educational organizations, and the size of the block should be assessed through a comprehensive budgetary process involving each school board and including

1. an identification of local and regional educational needs,
2. a description of the current services provided,
3. an identification of current and future needs, and

4. an identification of desired levels of services.

Recommendation 205 that the salaries of teaching personnel at the school level not be included in the block formula.

Recommendation 206 that substitute teacher salary allocations be included in the block

Recommendation 207 that the Department of Education initiate collaborative strategic planning with school boards, particularly in the area of fiscal planning, to address such issues as the long range capital needs of the province's education system.

Recommendation 208 that all existing long-term debt of school boards be eliminated and that school boards not be permitted to incur future debt nor operate in a deficit position.

Recommendation 209 that the Department of Education, in cooperation with school boards, teachers and parents, develop comprehensive guidelines to govern the conditions and purposes under which school-based funds can be raised.

Recommendation 210 that all school-based fund-raising efforts be monitored by school boards and School Councils, and that such efforts be fully disclosed by note in the annual audited financial statements of the boards.

Chapter 20

Recommendation 211 that the Provincial Government explore with other governments the establishment of a National Office of Education, the purpose of which shall be to

1. address national goals for schooling,
2. establish national standards,
3. establish standards for the collection of educational data,
4. conduct national educational assessments,
5. monitor and evaluate educational trends, and
6. serve as a centre for information on education research and improvements.

Glossary

These meanings are not intended to be definitive. They are included here to assist the reader in understanding these terms as they are used in the context of this report.

accountability - the process by which those who are responsible for a system answer for its performance.

active learners - a term which refers to children being actively involved in the learning process in an environment that provides time, space and opportunities for them to interact with others, to develop interpersonal skills, and to work and learn co-operatively and collaboratively.

attainment - the highest level of education reached by particular groups of students.

autism - a severely-handicapping lifelong disability which usually manifests itself in the first 30 months of life. Autism is usually characterized by severe communication and language difficulties, an inability to relate to other people or form social relationships, unusual and problematic behaviour, and responding oddly to sound and sight.

behavioural disorder - a general term used for any aberrant, maladaptive or disruptive pattern of behaviours that is sufficiently severe to warrant the attention of guidance counsellors or educational therapists.

block funding - a method of education finance in which school boards are provided with a 'block' of money to distribute in a way in which they see fit. A pure block is one that strips away all requirements regarding who will be served and what programs will be authorized.

Canadian Test of Basic Skills (CTBS) - an extensive norm-referenced, standardized test that measures student performance in several basic skill areas. In this province an appropriate level CTBS is administered annually in rotation to students in grades 4, 6, 8 & 12.

categorical grants - grants which target appropriations to specific populations or purposes. (Transportation for physically disabled students, for example).

child-centred instruction - a term referring to the planning and delivery of instruction which considers individual needs, engages students in critical thinking and in learning experiences which are meaningful to them.

consolidation - the closure of one or more schools to create a larger school. - the merger of two or more school districts to operate more efficiently as one.

core subjects - those subjects defined as fundamental to others in the curriculum.

cost-analysis research - surfacing in many forms - cost-benefit analysis, cost-outcome analysis, cost-effective analysis, cost-feasibility analysis - it is considered any analytical method that measures the advantages and disadvantages of alternative actions, where one factor is cost.

co-terminous district boundaries - the concept, for example, by which a Roman Catholic school district and an Integrated school district can be considered to have the same geographical boundaries and be administered separately through one central board office sharing facilities and in some instances personnel.

criterion-referenced test - a test that measures a learner's performance in absolute terms based on a given content area (e.g., based on a criterion of some set number of content items correct regardless of the performance of other students, such as an end-of-chapter test in History.

curriculum - includes all student experiences for which the school is responsible.

Denominational Education Councils (DECs) - three councils (Integrated, Roman Catholic and Pentecostal Assemblies Education Councils) representing the religious denominations recognized for education purposes in the Terms of Union with Canada. Formed in July, 1969, the Councils' major areas of jurisdiction include teacher certification, religious education development, and capital funds disbursement. Each of the three Education Councils receives a proportionate share of a grant provided by the Government of Newfoundland and Labrador for the purpose of school construction, life safety and accessibility improvements as well as debt retirement.

Denominational Policy Commission (DPC) - the DPC is composed of representatives of the Department of Education and the Churches recognized for education purposes. Its function is to advise the Lieutenant-Governor in Council on all educational policies affecting the rights and privileges of the denominations in education.

department head - a position assigned to a teacher, usually at the senior high level, to coordinate school-level decisions required in particular subject areas.

developmentally delayed - a general term for any significant handicap, such as speech-delay, appearing in childhood or early adolescence and which will continue for the life of the individual.

disenfranchised individuals - individuals who are not affiliated with any of the recognized groups holding rights and privileges under Term 17 of the Terms of Union with Canada and who are excluded from running for election to school boards in this province.

distance education - the use of technology and media to deliver instruction to schools to meet the specific educational needs of students.

education finance - the process by which tax revenues and other resources are derived for the formation and operation of schools as well as the process by which those resources are allocated.

educational assessment - the process of gathering data and making judgements about how well educational goals and objectives have been achieved.

economies of scale - savings and reductions in costs associated with large size operation.

efficiency - a state in which the selected strategy is designed to maximize the gain with the minimum loss in order to function in the least wasteful manner possible.

elementary-secondary system - for the purpose of this report, elementary-secondary system refers to the entire Kindergarten - Grade 12 (Level III) education system in Newfoundland and Labrador.

equalization grants - monies over and above the per-pupil allocation, allotted to school boards whose costs in some area are higher that the provincial average, or whose allocation in some area is deemed inadequate to meet specified needs.

exceptionally able learner - a student who has an exceptionally high ability to learn.

experience-oriented classroom - a classroom in which students are actively engaged in their learning environment. A classroom containing learning centres, display of students' projects, etc.

fertility rate - the ratio of live births in a specified area, group, etc., to the female population between the ages of 15 and 44, usually expressed per thousand per year.

focus group - a method of research in which a group of 6-8 individuals who can provide relevant opinions, discussions or knowledge on a subject are gathered to discuss an issue in general, or to discuss specific aspects of a topic.

gifted student - (see exceptionally able learners)

global grant - allocates funds to the school boards with minimum specifications as to its expenditure.

in-service education - teacher education programs, courses or workshops designed to keep teachers up to date in curriculum knowledge and teaching methodologies following their initial certification as professional teachers.

instructional leadership - usually refers to the role and responsibilities of principals and other administrators in the school system in their capacity as leaders in encouraging and promoting quality teaching and learning as opposed to their many other duties as administrators.

instructional time - the period during the school day during which a student is receiving classroom instruction but which does not include recess periods or movement time between scheduled classroom sessions; namely, the specific time allocated for student on-task learning.

intended curriculum - the curriculum as it is defined and prescribed by the Department of Education and set out in the Program of Studies and curriculum documents.

inter-denominational co-operation - refers to the many initiatives undertaken in education such as joint busing, purchasing, or joint service schools, through formal agreements between denominations.

itinerant specialist personnel - specialists such as itinerant teachers for the hearing impaired, who provide services to students in more than one school.

joint service schools - a term identified with those schools operated under the terms of an agreement between two school boards of different denominations for the purpose of providing educational services, including separate religious instruction.

learner-centred curriculum - the active participation of learners is facilitated by a teacher who employs a wide variety of resource materials.

learning curve - a graph of the results of an experiment involving learning, performance or skills, over a period of time or a number of tests. The theory states that time on task decreases as the task is repeated.

learning goal - broad, general term to describe the expectations held for all students and identified for a particular area of learning.

learning resources - tapes, maps, instructional kits, books, etc., that may be used to realize curriculum goals and objectives.

life-long learning - the continual accumulation of new knowledge and skills.

literacy - the information processing skills necessary to use the printed material commonly encountered at work, at home and in the community. The three components of literacy include reading, writing and numeracy.

lock-step grading - the traditional organization of schools by grade where students must complete a program prescribed for one grade level before moving to a program prescribed for the next grade level.

magnet schools - schools which specialize in certain programs, for example, music or science, and which attract students because of the specialization.

mainstreaming - a concept which refers to the placement of students with exceptionalities in regular classrooms.

mandate for schools - a statement of the goals, roles and responsibilities, needs and priorities, and plans and services as a point of reference and renewal in our provincial schools.

mean - average; usually arithmetic mean, unless otherwise stated.

median - the middle value in a distribution, below and above which lie values with equal total frequencies or probabilities. Thus, if there are n values, the median is that which is ranked as $(n+1)/2$.

mission statement - a statement encompassing a set of core values that are shared by the participants in the system and which, therefore, set a direction for the system.

model - a set of variables and relationships, the combination of which is used to describe or explain a problem. - a proposed structure.

multi-grade classroom - a classroom containing one or more grade levels. The number of grades may vary.

"non-categorical" special needs students - students with learning exceptionalities who are not hearing impaired, visually impaired, or severely physically or mentally handicapped.

non-graded classroom - a classroom characterized by the removal of traditional age-grade groupings and replaced by a multi-age grouping.

norm-referenced test - a test that produces a score that defines performance in terms of an individual's standing relative to a norming group (e.g., percentile rank).

numeracy - acquainted with the basic principles of mathematics.

participation - the proportion of students at particular age levels taking particular programs or courses.

partial integration - the integration of special education students into regular classrooms for a portion of the school day.

pastoral care - a planned program either at a district or school level to attend to the personal and spiritual needs of students.

pedagogy - the science and art of teaching children.

performance indicator - an item of information collected at regular intervals used to track performance or achievement.

professional development - a general term referring to teachers' continuing development of professional competence.

program coordinator - a designated title of a teacher employed at school board level to plan, implement, monitor and evaluate specific programs in one or more subject areas for the school district.

random sample - a sample which has been drawn such that each member in the population has an equal and independent probability of being selected.

religious education - designated religious education courses required of all students in our province's denominational schools.

retention - the process and designation of keeping students enroled in school from year to year.

resource-based teaching/learning - the methodology of using multiple resources including personnel, texts, learning materials, in the teaching/learning process.

revised high school program - refers to the 1981 revision of the high school program in Newfoundland and Labrador.

rural area - (rural community) areas of the province having populations of less than 5,000 persons.

rural school - a school located in a rural community.

school-based management - a system in which key management decisions concerning staffing, curriculum and budgeting are made at the school level by school staff, parents and others.

school bursar - a non-teaching staff member responsible for all fiscal and other non-professional matters in relationship to the operation of a school.

School Council - a legislated school-level advisory group composed of parent, teacher, community and church representatives as well as the school principal. These Councils would have decision-making authority and would be responsible for the protection of local educational interests, influencing the formation of the school, involving parents in the school process, approval of all discretionary school-level fund raising and sharing with the school board in school-level decisions, such as curriculum, funding and staffing.

school board - the governing body given responsibility for the delivery of educational programs and services within a geographic region or for a particular group of citizens.

school district - a geographical area of student population over which a governing body (the school board) makes decisions regarding both the purpose and direction of educational experience.

secular education - an education devoid of religious influence.

seed money - money from federal or provincial government given to school boards for start-up projects.

sensitivity analysis - analyzing the effects of a variable by altering it while all other things are held equal.

shared-service school - see *joint service school.*

small school - each primary and elementary school in which the enrolment divided by the number of grades is not greater than 12. Each all-grade, central or regional high school in which the enrolment divide by 25 is not greater than the number of grades in the school.

subject-specific curriculum - a curriculum designed along the lines of discrete subject areas.

teacher certification - process by which those who have taken a teacher education program are approved to teach in the province's schools.

teacher renewal - the process by which teachers update their knowledge and instructional methodologies through programs of professional development and in-service sessions.

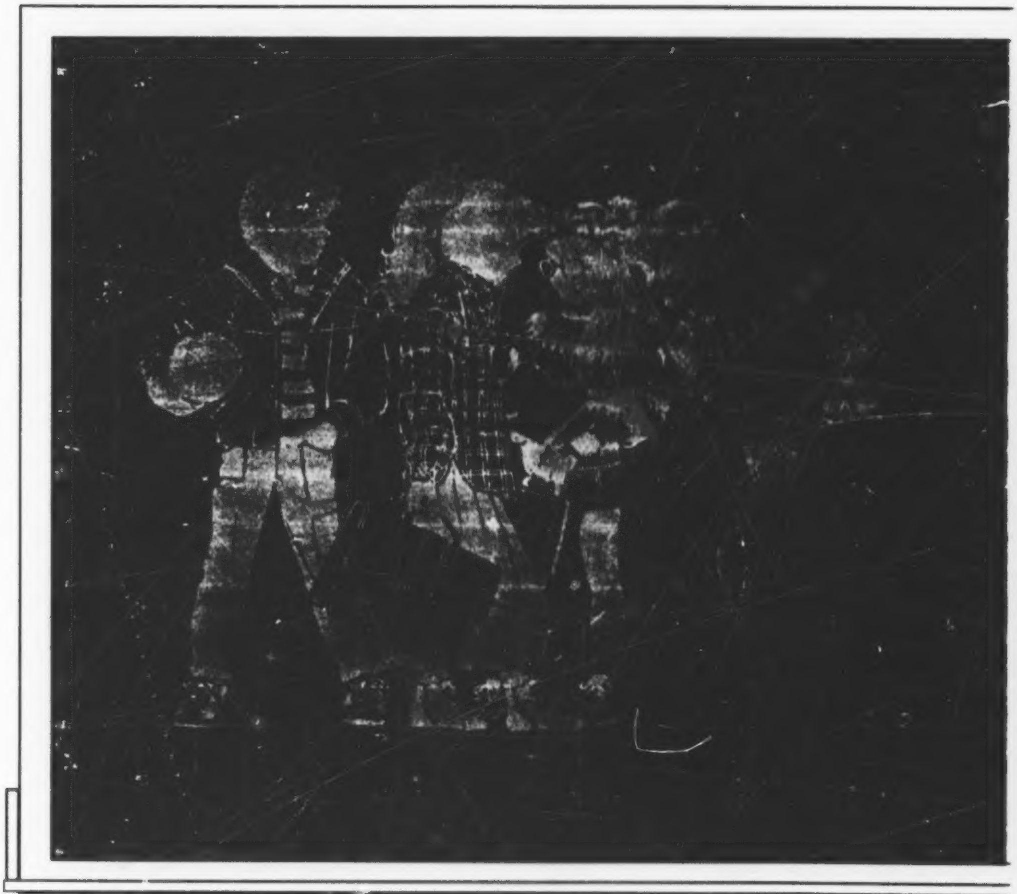
Term 17 - refers to the act of Union of Newfoundland with Canada in 1949. Term 17 outlined the rights and privileges of the churches to organize the means of education in this province.

urban area - includes Census Metropolitan Areas (CMA), Census Agglomerations (CA) and other communities 5,000 and over. A CMA is defined as the main labour market area of an urbanized area (the urbanized core) of at least 100,000 population, based on the previous census. A CA is defined as the main labour market area of an urban area (the urbanized core) of at least 10,000 population, based on the previous census.

validation - the process of assessing the degree to which a test, questionnaire, or some other instrument of measurement does indeed measure what it purports to measure.

weighting factors - a set of coefficients assigned to items to reflect the relative importance of each item.

whole language - a holistic approach to language learning which is child-centred and integrated across subject areas, which focuses on the development of reading, writing, listening and speaking abilities.



BEST COPY AVAILABLE